

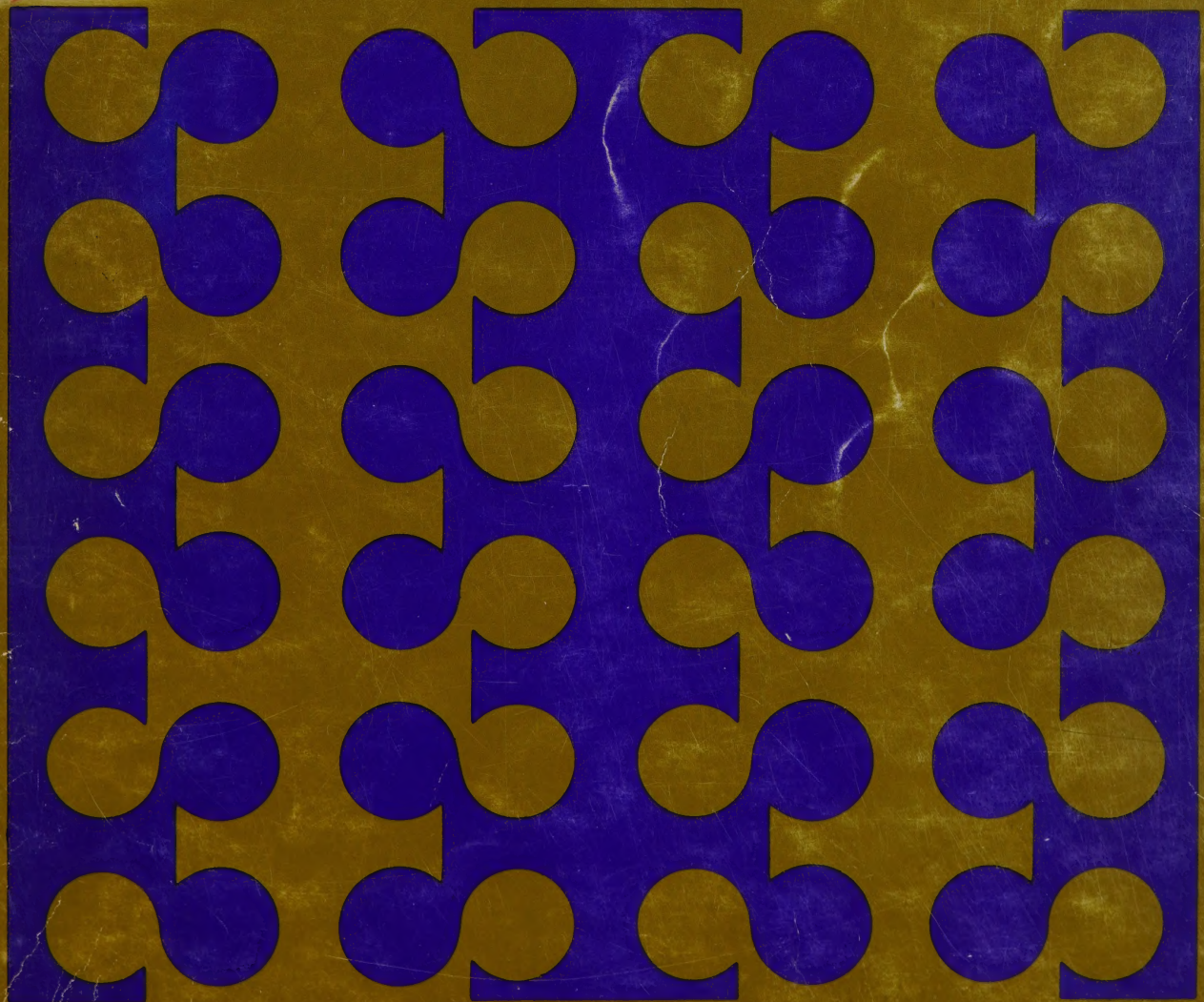
MANPOWER RETRAINING PROGRAMS IN ONTARIO

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Commission on Post-Secondary Education in Ontario



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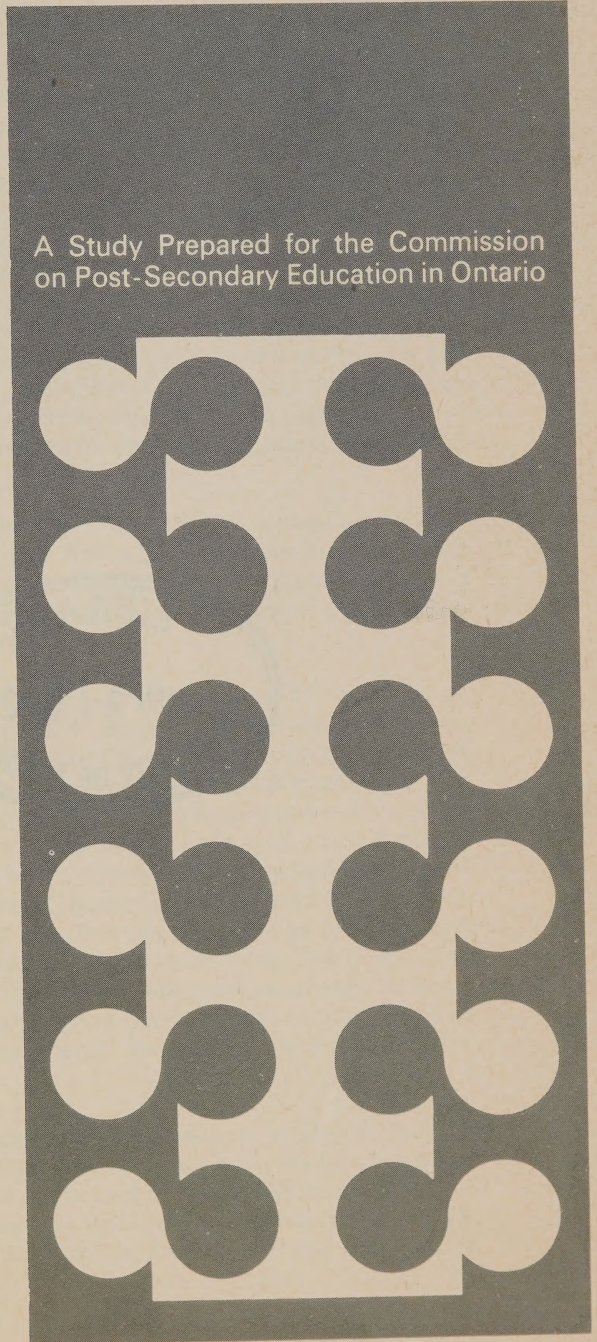
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MANPOWER RETRAINING PROGRAMS IN ONTARIO

A Study Prepared for the Commission
on Post-Secondary Education in Ontario



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Manpower Retraining Programs in Ontario

Editorial Foreword

The Commission was required by its terms of reference to investigate the broad pattern necessary to ensure the effective development of post-secondary education in Ontario. Among the specific considerations referred to in the terms of reference was the charge to study and make recommendations on "the educational and cultural needs of students to be met at the post-secondary level in Ontario, including adult and continuing education".

The relationship between post-secondary education and the preparation of individuals for the labour market has been one of the Commission's major concerns throughout its deliberations. Many of the economic arguments used to support the case for allocating public resources to post-secondary education rest upon the belief that it contributes to our economic well-being through raising the productivity of our labour force. At the same time, the precise nature of this assumed connection is difficult to identify, and indeed there appear to be reasons to suspect that the connection is neither as direct nor as benign as we once were inclined to assume. For example, the use of educational attainments as a method for "certifying" people as being capable of performing in certain occupations appears in some respects to be counter-productive. Hence, in its *Statement of Issues* (page 7) the Commission asked the question, "Should educational institutions be divorced from the whole certification process?" The Commission has also questioned the desirability of schooling being continuous during childhood and youth, and has looked at alternative approaches which would break up the sequential nature of schooling, de-institutionalize it so as to make educational services available to all at any age, and eliminate as much as possible the formal linkages between educational requirements and occupations.

Many of these issues arising from the assumed nature of the connection between post-secondary education and the quality of the labour force have been examined in background studies prepared for the Commission. These include the *Cost and Benefit Study*, the study on *Professional Education*, and a study on *Certification*, all of which have been published in the present series.

Seen against the background of these considerations, the specific functions of post-secondary educational institutions, with respect to programs deliberately designed to raise the occupational qualifications of adults and young people who have left school to join the labour force, clearly warranted specific attention. The Commission's preliminary investigations revealed that a large amount of fragmentary information was available about such programs in Ontario, but that little had been done to synthesize it or to put it into a conveniently accessible form. At the same time, we learned that several major studies on the general topic were in progress, although it was not expected that their results would be available soon enough to be of immediate use to the Commission in its work. The Commission consequently undertook to have prepared a limited background study on this topic, designed to assemble in one place a description of the range and location of courses now being offered in Ontario and to provide some preliminary guide to the evaluation of such programs in Ontario.

The results of this exercise are published in the present volume. It is hoped that this material will provide a brief guide to the major programs currently being operated in this province, and serve as a convenient reference for those who become involved in the public discussion that the Commission would like to see ensue on this topic and on the relevant recommendations set out in the *Draft Report* that bear upon it.

Attention should also be drawn to the other studies that may be expected to provide a more thorough treatment of this subject in the near future: these include a major project sponsored by the Ontario Departments of Labour and Education being carried out by a team comprising Professors Dupré, McKechnie and Cameron; a project of the Council of Ministers of Education comprising a series of study papers to assist with the formulation of policy on manpower training; another joint project of the Ontario Departments of Labour and Education being carried out by an "Industrial Training Task Force"; and a series of studies approved by the Review and Assessment Committee of the National Committee of Deputy Ministers on the Adult Occupational Training Act. The latter includes studies concerned with the eligibility for allowances and the impact of the Occupational Training Act on other programs, apprenticeship and training in industry programs, manpower requirements, responsiveness of training to economic conditions, the training needs of special groups, and training methodology.

The Commission awarded a contract for the study being published in this volume on a competitive tendering basis to Sterling Institute Canada Limited in June 1971. This firm and its United States parent organization have been actively involved in the design and conduct of educational and training programs including the practical application of new educational technologies. In Ontario, Sterling Institute has been employed in the identification of training objectives and the design of training programs in the industrial management field, in designing secretarial skills improvement programs, and in the training of supervisory and management personnel for industry and government. The completed study was presented to the Commission early in November 1971.

Most of the study is concerned with identifying and assembling available information about the major existing manpower retraining programs in Ontario. As the authors note in their introduction, the term "Manpower Retraining" could be broadly interpreted to include all kinds of private study by correspondence, radio and television, as well as classroom and on-the-job instruction provided by public educational institutions and private industries. In this particular study, however, considerations of time and budget required a much narrower definition of the term so as to confine the survey to the more important publicly-operated programs with only minor reference to programs operated by industry and professional associations. The Commission's own interest in the topic is, of course, very much broader than this and, in fact, embraces the whole field of adult and continuing education generally. Therefore, in addition to the other related studies in this series referred to earlier, the reader's attention is directed to the background study on the *Colleges of Applied Arts and Technology in Ontario* and the study on the *Utilization of Electronic Technology in Post-Secondary Education*, also published in this series. Several other documents produced for the Commission or by its staff also concern themselves with this broader topic: among these were a study "Adult Education in Ontario," by Professor D. Stager and R. Wickett; "The Development of Adult Education in Canada—an Historical Overview," a staff paper; and a long memorandum on a "Learning System for Ontario," prepared for the Commission by Professor J. R. Kidd of the Ontario Institute for Studies in Education. On the specific topic of joint employment and educational programs in post-secondary institutions in Ontario, the interested reader is also referred to Chapters III and VIII of the Commission's background study on the *Organization of the Academic Year*.

The opinions and conclusions contained in the present study are solely those of the authors, and the publication of this study does not necessarily mean that all or any of these opinions and conclusions are endorsed by the Commission.

MANPOWER RETRAINING PROGRAMS

IN

ONTARIO

A Study Prepared

for

THE

COMMISSION ON POST-SECONDARY EDUCATION IN ONTARIO

By

STERLING INSTITUTE CANADA LIMITED

Toronto, Ontario.

November, 1971.

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CHAPTER I - INTRODUCTION

The purpose of this study is to describe and evaluate manpower retraining programs in Ontario, to provide a basis for the formulation of recommendations for changes which might improve the delivery of this important form of post-secondary education.

It was recognized early in the study that the term "manpower retraining" encompasses a variety of activities associated with individual upgrading, updating, or learning of new skills. Thus it could include not only classroom and on-the-job instruction, but also private study by the individual using television, radio, textbooks, and correspondence programs, etc. It could include both publicly and privately operated programs and retraining opportunities at all levels in the community, ranging from those available to the housewife to those for the professional practitioner.

In short, manpower retraining could include any learning opportunity available to a citizen who is no longer a member of the regular school system.

This very wide definition of manpower retraining had to be narrowed, however, for the purposes of this study. The constraints of time, and the lack of data in many areas, have restricted the study principally to an assessment of the more visible publicly operated programs, with rather limited reference, where possible, to retraining programs operated by industry and by professional associations.

The research for this study consisted of a review of published materials on both Canadian and foreign manpower programs, and interviews

2

with representatives of the various government departments and private agencies involved.

Most of those interviewed were most willing to share their knowledge and ideas, but only a limited amount of statistical data was available. Canadian legislation on manpower retraining, unlike that of the United States,¹ does not require the regular publication of information on the programs. The result is a dearth of reliable data on what programs exist, and on what effects they are having.

In evaluating manpower retraining programs in Ontario, cognizance has been taken of a 1966 statement by the Ontario Economic Council. The Council observed that society has a responsibility to provide its individual members with the "broadest possible opportunity" to obtain the education or information required to adjust to changing conditions. It did not specifically classify adult training as a right to be guaranteed, but indicated clearly that the government role should be to facilitate and encourage the individual's upgrading, updating, and acquisition of new skills. And it emphasized that, while this might mean institutionalization of programs of training, "the best interests of the individual must remain paramount".²

1 See the United States Manpower Development and Training Act of 1962, Sections 102 and 109.

2 Ontario Economic Council, Expanding Employability in Ontario (Ottawa: Queen's Printer, 1966).

While not everyone will agree with the philosophy expressed, these observations do provide a useful focus for the assessment of present manpower retraining programs.

This report has been organized to provide:

- an overview of current retraining activities in Ontario - Chapter II.
- a summary of major findings, problems and issues - Chapter III.
- a detailed description of each program now in operation - Chapter IV.
- an evaluation of manpower retraining requirements - Chapter V.
- a review of alternative courses of action available - Chapter VI.

CHAPTER II - AN OVERVIEW

Ontario has been involved in vocational and technical training as an extension of its education program since 1911, when the Industrial Education Act was passed by the legislature. Subsequently, the federal Youth Training Act of 1939 and the Vocational Co-ordination Act of 1942 made possible joint federal-provincial programs.

Ontario's involvement in manpower retraining,³ however, is relatively recent, dating from the promulgation of the Technical and Vocational Training Agreement (TVTA) in 1960. Under the TVTA the federal government undertook to share in the costs of provincial construction of facilities and operation of programs for a variety of training purposes. One part of the support thus provided (identified as Program 5 in the TVTA) was specifically for the retraining of unemployed members of the labour force. It became the most prominent of the activities carried on under the agreement.

In 1967 the TVTA was repealed and replaced by the Adult Occupational Training Act (AOTA) which remains in force today. This act focusses upon adult occupational training with major emphasis upon the retraining of the unemployed members of the labour force. Under the Act, the federal government established the Canada Manpower Training Program through which it approves and funds (through trainee fee payments) training courses for members of the labour force, including both the unemployed and those employed but facing the prospect of unemployment because of technological change.

3 Defined as educational upgrading, skill updating or skill replacement (the addition of new skills) for members of the labour force.

The issue of responsibility for adult retraining is a contentious one. Section 93 of the British North America Act, 1867, clearly defines education as a provincial prerogative, but no such definition of responsibility exists in respect of adult training or retraining. The federal government has assumed de facto responsibility for retraining, arguing that the BNA Act makes clear that:

The intent of the Fathers of Confederation was to give the federal government the responsibility for national economic growth and development. It assigns to federal authorities the responsibility for banking and currency, tariffs and railways, which a century ago were the recognized instruments of economic policy. Today, it is recognized that economic growth also depends to a large extent on how a nation equips and uses its resources of manpower to take advantage of economic and technological change. Thus there is a federal concern to see that the necessary training of adults takes place.⁴

The result under these conditions is that adult training and adult education are operated as a joint provincial/federal activity. In the present somewhat uneasy co-operative approach, the federal government provides most of the dollars spent on adult retraining in the province, while provincial departments operate and administrate the actual training programs. In all cases, the training specified and funded by the federal government, is provided either by the Ontario Department of Education as a principal part of its Ontario Manpower Retraining Program, or by the Ontario Department of Labour through its Training-in-Industry Program.⁵

4 Operations Handbook, Canada Manpower Division, Department of Manpower & Immigration, Section IV, M.401.

5 Federal government funding of the Ontario Manpower Retraining Program is provided through transfer payments to cover the tuition fees of adults enrolled by it through the Canada Manpower Centres in approved courses offered by the CAAT's. Under the Training-in-Industry program the federal government makes payments for certain costs incurred by companies in conducting retraining programs for their employees.

Manpower retraining in Ontario extends beyond the activities supported by the federal government, although to a somewhat limited degree in terms of the dollars spent. On the one hand, Training-in-Industry benefits are augmented and extended by the Department of Labour in situations in which the federal government refuses support. Courses operated by the Department of Education for federal government enrollees are available to others who pay fees or are sponsored by other agencies. On the other hand, the province operates other retraining and rehabilitation programs through the Department of Social and Family Services, the Department of Food and Agriculture and the Workmen's Compensation Board. In addition, the Departments of Education and of Agriculture and Food, operate training courses for a variety of entrepreneurs, employees, and farmers, while the Department of Correctional Services uses available courses to retrain the inmates of its institutions. Municipal authorities have also entered the field, offering, as does the Municipality of Metropolitan Toronto, such things as rehabilitation programs for welfare recipients and other similarly disadvantaged individuals.

In a way, federal government participation also extends beyond the bounds of the Canada Manpower Retraining Program. The Department of Indian Affairs and Northern Development provides certain kinds of training for the Indian population of the province, often using existing community resources.

It is not surprising therefore that manpower retraining has become big business in Ontario. In 1960 only 494 unemployed members of the labour force were enrolled in retraining programs. In 1970-71 more than 270,000 people including 80,000 unemployed, 60,000 employed and 132,000 members of the farm community were engaged in some sort of retraining. Over \$85 million, most of it (\$76 million) for retraining of the unemployed, was spent under these programs in 1970-71.

A. THE PROGRAMS IN BRIEF

The ten principal retraining/rehabilitation programs operating in Ontario are identified in Exhibit 2.1 and described in the following sections. Key aspects of each are summarized in Exhibit 2.2 and the accessibility of each to various population segments is indicated in Exhibit 2.3.

The existence of so many different and separate programs operated by so many agencies presents a fragmented and confusing picture, especially to those who may need help but are likely to have less than adequate access to information about the help available. Individuals may be referred by one agency to another, but each new contact represents a new beginning to the determination of "eligibility for training and/or assistance". An attempt has been made to simplify the picture in Figure 2.1 but it will be recognized that it has not been totally successful.

EXHIBIT 2.1PUBLICLY OPERATED MANPOWER RETRAININGPROGRAMS IN ONTARIO

PROGRAM	TRAINEE TARGET GROUP	LEVELS OF GOVERNMENT INVOLVED	AGENCY OR DEPARTMENT INVOLVED
Institutional Retraining	Unemployed Workers	Federal	Department of Manpower and Immigration
		Provincial	Department of Education
Training-in-Industry	Employed and Unemployed Workers	Federal	Department of Manpower and Immigration
		Provincial	Department of Labour
Training in Business and Industry	Employed Workers - Labour & Management	Provincial	Department of Education
Management Development Program	Employed Workers - Management	Provincial	Department of Education
Vocational Rehabilitation	Disabled Employed Workers	Provincial	Workmen's Compensation Board
Vocational Rehabilitation	Disabled Persons	Provincial	Department of Social and Family Services
Adult Day Class	Welfare Recipients	Municipal	Metropolitan Toronto Department of Social Services
Farm Management Course	Farmers	Provincial	Department of Agriculture
Social Rehabilitation *	Prison Inmates	Provincial	Department of Correctional Services
Indian Affairs Program *	Indians	Federal	Department of Indian Affairs and Northern Affairs

*

These titles selected by the author.

FIGURE 2.1.

PEOPLE, PROGRAMS AND AGENCIES

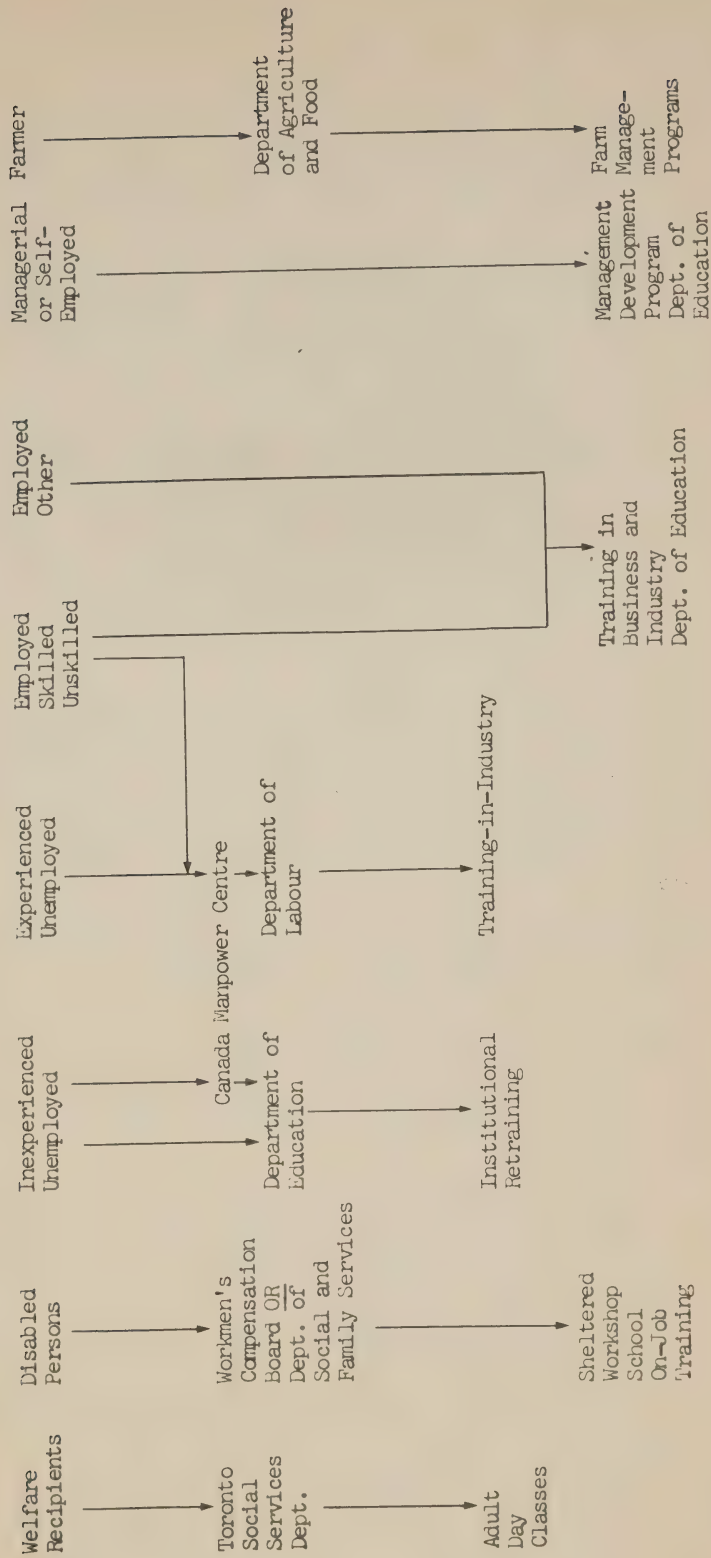


EXHIBIT 2.2

GOVERNMENT OPERATED MANPOWER RETRAINING PROGRAMS IN ONTARIO

SPONSORS	TRAINING- IN- INDUSTRY	INSTITUTIONAL RETRAINING	TRAINING IN BUSINESS & INDUSTRY	MANAGEMENT DEVELOPMENT PROGRAM	VOCATIONAL REHABILITATION			FARM MANAGEMENT PROGRAMS	INDIAN AFFAIRS PROGRAM	SOCIAL REHABILITATION PROGRAM
					Social & Family Services	Workmen's Compensation Board	Adult Day Class			
LEGISLATION FEDERAL PROVINCIAL	Canada Man- power Centres Dept. of Labour Industry	CMC Dept. of Education	Dept. of Education	Dept. of Education Associations Industry	Dept. of Social & Family Services	Workmen's Compensation Board	Metro Toronto Social Services	Dept. of Agriculture and Food	Dept. of Indian Affairs & Northern Development	Dept. of Correctional Services
	Adult Occupational Training Act	Adult Occupational Training Act	NONE	NONE	Vocational Rehabilitation Of Disabled Persons Act		Canada Assistance Act	N/A	N/A	N/A
ADMINISTRATION	Tradesman & Apprentice Qualification Act	Bill 153 - Education Act	Education Act		Vocational Rehabilitation Services Act		NONE	Ontario Dept. of Agriculture and Food Act	NONE	Dept. of Correctional Services Act
	CMC Dept. of Labour	CMC Dept. of Education	Dept. of Education (CAAT's)	Dept. of Education	Social & Family Services	W.C.B.	Toronto Social Services	Dept. of Agriculture	Dept. of Indian Affairs	Dept. of Correctional Services
FUNDING	CMC Dept. of Labour	CMC Dept. of Education & Client	Dept. of Education & Client	Dept. of Education on break-even basis	Fed. 50% SFS 50%	W.C.B.	50% Fed. 25% Prov. 25% Metro	Dept. of Agriculture	Dept. of Indian Affairs	Dept. of Correctional Services
	Local Schools & Industry Trainers	CAAT's	CAAT's or Industry Trainer	Dept. of Education Hired Trainers	OUT Sheltered Workshop or Educational class	COSTI CAAT's Private Schools University	Own School (5) Teachers	District Office Personnel	Purchased from sev- eral sources	Own Adult Training Centres & purchases from other sources
TARGET POPULATION	Employed skilled or unskilled workers	Unemployed adult members of labour force with 3 or more years employment experience	Employed workers (generally other than manual)	Entrepreneur Smaller bus- inessmen - Anyone who applies	Disabled persons injured on the job	Disabled workers injured on the job	Hard-core dis-advan- taged	Farmers	Indians	Inmates of correctional institution
TOTAL ENROLMENT 1970-1971	9,299	81,666	43,666	43,217	1,130	736	200	132,308	N/A	N/A
TOTAL EXPENDITURE 1970-1971	\$2,047,808	\$76,000,000	\$2,161,899	\$500,000	\$4,001,477*	\$1,132,739	\$100,000	\$1,000,000	\$184,000	N/A

* 1969-70 figures

EXHIBIT 2.3

AVAILABILITY OF GOVERNMENT AND PRIVATELY SPONSORED PROGRAMS FOR CITIZENS

	TII	RETRAINING	TIBI	VOCATIONAL REHABILITATION	AGRICUL- TURAL	APPREN- TICE	INDIAN AFFAIRS	UNIVERSITY INCL. EXT.	CAAT's INCL. EXT.	PROFES- SIONAL ASSN.'s	OTHER ASSN.'s	PRIVATE SCHOOLS	OTHER
Member of Labour Force	x x x x x x	FED. ONT.	CO. ASSN.	SFS* WCB** ADC***	x	x	x	x	x	x	x	x	x
Unemployed	x x x x x x				x	x	x	x	x	x	x	x	x
Disadvantaged	x x x x x x				x	x	x	x	x	x	x	x	x
In Penal Instit.	x x x x x x				x	x	x	x	x	x	x	x	x
Non-Member of Labour Force	x x x x x x				x	x	x	x	x	x	x	x	x

TII - Training-in-Industry
TIBI - Training in Business and Industry
SFS - Social & Family Services
WCB - Workmen's Compensation Board
ADC - Adult Day Class

1. INSTITUTIONAL RETRAINING (IR)

By far the largest retraining program in Ontario in terms both of dollars spent and of trainees enrolled is the Institutional Retraining program operated by the Department of Education as the mainspring of its Ontario Manpower Retraining Program (OMRP). Offered largely through the Colleges of Applied Arts and Technology, (CAAT's), the program provides three kinds of courses for the unemployed:

- (a) English as a Second Language (EASL) - for non-English speaking workers.
- (b) Basic Training for Skill Development (BTSD) - Educational upgrading usually preparatory to vocational training.
- (c) Skill Training - 164 vocational courses.

6

Trainees are enrolled in courses as fee-payers or under the sponsorship of other agencies. The primary sponsor is the Department of Manpower and Immigration which provides 75 per cent of the students, most of whom receive various federal training or maintenance allowances.

Federal funding, through fee payments for enrollees, is provided only in connection with Institutional Retraining courses approved by the Department of Manpower and Immigration through its Canada Manpower Centres. Approvals are based upon federal assessments of labour shortages, with the intent of balancing labour supply and demand. The program thus is aimed at fulfilling economic rather than social purposes.

6 See Appendices I and II for a complete list of courses and institutions approved by the federal government.

Federally sponsored trainees are selected by CMC counsellors who have responsibility for identifying labour shortages, recruiting workers to fill vacancies and selecting unemployed individuals for enrolment in approved retraining courses. Selection for retraining is based upon the individual's eligibility for training and for maintenance allowances, on the availability of suitable approved courses, and on a judgement that retraining will be of benefit to the individual. Trainees enrolled through a Canada Manpower Centre can receive up to 52 weeks of BTSD training and 52 weeks of Skill Training.

Trainees who are refused federal assistance for retraining have no avenue of appeal in the decision, but may enter the course directly as tuition-paying students designated as "provincial referrals". No direct loans or subsidies, either federal or provincial, are available to these students, although Ontario indirectly provides assistance by paying that portion of the training costs not covered by the trainee's tuition payment. This course of action is also open to federal trainees who become dissatisfied with the training program set out for them; they may drop out of the program, and enter one of their choice, by becoming provincial referrals.

2. TRAINING-IN-INDUSTRY (TII)

In this short-term, on-the-job training program, which is operated by the Department of Labour, employers are given financial assistance in training either newly hired unemployed workers or regularly employed, low-skill workers. The Department will develop the program

if necessary, and will train company employees as on-the-job training instructors. Each program consists of two types of training:

- (a) Vestibule - conceptual classroom training or practical training where the intent is to prepare the trainee for the learning of a manipulative skill. This training is provided by the Department of Education.
- (b) Shop Training - on-the-job training where the trainee is producing materials etc., as he learns.

The federal government's participation in this program is limited to the vestibule training. Costs of all trainees fulfilling AOTA requirements are underwritten by the Department of Manpower and Immigration. The Department of Labour underwrites the vestibule training costs of all non-AOTA qualifying trainees as well as a portion of the shop training costs and trainee wages. Government payments are made only for those trainees who graduate, however.

A second kind of training is offered by the Department of Labour through its Apprenticeship Program in which training varies from two to five years, depending upon the trade being learned. Apprenticeship training consists of alternating periods of on-the-job training with a co-operative employer, and formal classroom training, usually at a technical school.

Funding of the Apprenticeship Program is shared by the employer and provincial and federal governments. The employer pays the apprentice's wages during the on-the-job segments while the two governments share the costs of classroom tuition and of travel and living allowances, as well as the administrative costs.

3. TRAINING IN BUSINESS AND INDUSTRY (TIBI)

Training in Business and Industry, part of the Ontario Manpower Retraining Program, is a program of continuing education for employed workers. Courses of two types, Management and Supervisory Training, and Skills Development, are provided to company employees and association members.

The program is sponsored entirely by the Department of Education and is operated by the community colleges. Private schools and other organizations may also be hired to conduct courses. Costs of the program are shared between the Department of Education, the company and the trainees.

Courses are usually three to five days, or equivalent part-time hours in length.

4. MANAGEMENT DEVELOPMENT PROGRAM (MDP)

Originally developed by the federal government, this program now is included as part of the Department of Education's TIBI program. Various kinds of management courses and seminars are offered to self-employed individuals and to employees of small firms under the sponsorship of such organizations as boards of trade.

The program is designed to operate on a self-sustaining basis with costs of operation being recovered through fees paid by participants.

5. VOCATIONAL REHABILITATION - DEPARTMENT OF SOCIAL AND FAMILY SERVICES

The Rehabilitation Services Branch of the Department of Social and Family Services provides, among other services, skill development training for mentally or physically disabled persons. The Vocational Rehabilitation Services Act (1966) is the prime provincial authority under which the Department operates in the vocational area. Costs of the program are shared on a 50/50 basis between the Department and the federal government.

The program is very broad, and heavily weighted toward individualized service. It includes assessment of the individual's disability, medical restoration, counselling and guidance, the provision of allowances for maintenance and transportation, supply of occupational tools and job placement, in addition to vocational training. Training is provided through purchases from available public and private training agencies, including sheltered workshops and may be either short or long-term in nature.

The only restriction on applicants is that they must not be eligible for similar services under the Workmen's Compensation Act, or the Veteran's Rehabilitation Act. The applicant has the right to appeal judgements with which he may disagree.

6. VOCATIONAL REHABILITATION - WORKMEN'S COMPENSATION BOARD

A second vocational rehabilitation program is operated by the Workmen's Compensation Board. This program provides a wide range of services - including counselling, assistance in selective job placement, vocational appraisal and retraining - for workers who have been disabled in on-the-job accidents.

Training is purchased from public and private training agencies, and as in the case of the Department of Social and Family Services program, selection of training is done on an individual basis by counsellors.

7. ADULT DAY SCHOOL

The Metropolitan Toronto Department of Social Services' Adult Day School is designed to provide training for welfare recipients unable to cope with the normally structured educational or vocational training system. The program operates loosely under the Canada Assistance Act and costs are shared by the three levels of government.

The school provides training up to and including Grade 8. The purpose, however, is not only to provide a public school certificate, but also to help the trainee to adjust and live within the normal social structure. Trainees may be referred by welfare agencies, but many are now enrolling in response to "word-of-mouth" advertising by present students.

8. INDIAN AFFAIRS PROGRAM

The federal Department of Indian Affairs and Northern Development is active in working to enrol Indian peoples in various retraining programs offered by other agencies.

Where an Indian does not qualify for assistance or free tuition, he is sponsored by the Department. Most trainees often qualify directly for benefits, however, and consequently this program is marginal in operation.

9. SOCIAL REHABILITATION PROGRAM

The Ontario Department of Correctional Services operates a three-pronged program for the rehabilitation and vocational training of the inmates of correctional institutions. Educational upgrading and vocational skills development is provided in five Adult Training Centres for those between 16 and 24, and in the Correctional Centres themselves for those over 24, most of whom are serving medium to long term periods of detention. Education beyond grade 10 or 11 is available through regular Department of Education correspondence courses.

The newest, and most unique part of the program, is the Temporary Absence Program. Under it, selected inmates are permitted to attend courses in local schools, community colleges and universities.

10. FARM MANAGEMENT COURSES

The Ontario Department of Agriculture and Foods has instituted a program designed to update and upgrade farm operating skills. Courses, developed by the Department staff, are of four types:

- (1) Financial Management
- (2) Livestock
- (3) Soils and Crop Management
- (4) General

They range in scope from one day seminars to longer certificate-granting programs.

B. GLOSSARY OF TERMS

ABLE	Adult Basic Learning Exam
ADC	Adult Day Classes
AOTA	Adult Occupational Training Act
BNA	British North America Act
BTSD	Basic Training for Skilled Development
CAAT	College of Applied Arts and Technology
CMC	Canada Manpower Centre
CMOP	Canada Manpower Opportunity Program
CMTF	Canada Manpower Training Program
COSTI	Centro Organizzativo Scuole Tecniche Italiane
DBS	Dominion Bureau of Statistics
EASL	English as a Second Language
FMC	Farm Management Course
IR	Institutional Retraining Program
ITB	Industrial Training Branch, Ontario Department of Labour
MDP	Management Development Program
M & I	Department of Manpower and Immigration
OMRP	Ontario Manpower Retraining Program
TAP	Temporary Absence Program
TIBI	Training in Business and Industry
TII	Training in Industry
Voc. Rehab.	Vocational Rehabilitation
WCB	Workmen's Compensation Board

CHAPTER III - FINDINGS, OBSERVATIONS AND ISSUES

A. Findings and Observations

1. More than \$85 million was spent on publicly operated adult occupational training in Ontario in the 1970-71 fiscal year. Of this, \$76 million was spent on Institutional Retraining for the unemployed.
2. Reliable information on retraining programs is at best spotty. Purposes have not been clearly enunciated for many of the programs, and the amount of data collected varies from one program to another. Information on the various programs is fragmented - with the result that few, if any, counsellors have a clear picture of the options open to applicants for assistance. No adequate evaluation of effectiveness has been carried out for any program.
3. Administrative conflict exists in several retraining programs. The major conflict is found between the federal government and the Department of Education regarding the Institutional Retraining Program. It centres on program purpose, selection procedures and administrative matters such as scheduling and approval of courses.

Conflict is also found between the Departments of Education and Labour with regard to teaching jurisdiction in respect of the vestibule portion of the Training-in-Industry program.

Among the reasons for these conflicts are:

(a) Lack of Defined Purpose - or Conflict of Purpose

The federal government has clearly stated its purpose in manpower retraining as being:

to prepare a person for placement in employment where he can make his most effective contribution to the national economy. It is based, therefore, on the needs of the individual in relation to the needs of the labour market. Training will be purchased when there is a reasonable expectation that it will substantially increase a client's lifetime income. ⁷

The province lacks a well defined and legislated policy on retraining, although it appears to emphasize the academic development of trainees. This is evidenced by its allocation of dollars within the I.R. program. Whereas only 37 per cent of the federal dollars spent in this program are used to provide BTSD (academic) training, 90 per cent of the Department of Education's budget is spent on academic upgrading.

The variance between the two government's views is understandable. The federal government's interest lies in providing vocational skills; BTSD is seen only as a preparatory stage, which may at times be bypassed. The Department of Education's interests lie in academic development, and thus, to a degree, conflict with those of the federal jurisdiction.

Conflict also arises because of the very different perspective from which the federal and provincial authorities

7 Operations Handbook, Section 4, M403.

view Ontario's retraining requirements. The Canada Manpower Training program is national in scope, and involves aggregate approaches to the definition of requirements and the approval of courses. The province, in its programs, takes a somewhat regional view of retraining needs which at times conflicts with federal determinations. Separate views in fact exist in respect of the regions of Ontario, whereas federal policy is consistent for all.

Another area of conflict, although less critical in nature, is that between the Ontario Departments of Education and Labour. Education contends that Labour has reneged on an agreement of responsibilities, in which Education would restrict its efforts to academic classroom training, and Labour to on-the-job training. In operating its Training-in-Industry program, Labour has found it expedient at times to assume responsibility for both areas of training, to the chagrin of the Department of Education.

(b) Market Needs Definition Procedures

In a program intended to train workers to fill vocational vacancies, accurate definition of labour market needs is critical. The present federal approach, based on aggregate manpower projections and local market assessments, is strongly criticised by many. It is suggested that CMC counsellors do not have the market contacts required to assess needs on any basis other than the "number of requests" received, and that

until such time as an accurate inventory of current manpower skills is available, projections on future shortages and needs will be highly suspect.

(c) Trainee Selection and Counselling Procedures

In general, the provincial authorities see the qualifications for training eligibility under the Canada Manpower Training Program as too restrictive. There is some prospect that the restrictions will be lifted under the proposed Canada Manpower Opportunities Program, but until that happens, provincial agencies are likely to continue the past practice of supplementing the opportunities available to those seeking retraining. Thus the Department of Education will continue to make retraining available to people ineligible for federal assistance upon payment by the individual or another sponsor. The Department of Labour will continue to sponsor on its own Training-in-Industry courses for trainees who are rejected by the CMC counsellors.

In respect of those referred for training by the CMC's, the Department of Education claims that many are mis-directed. Some are sent for skill training when, in the view of instructors at the CAAT's, what they really need is behavioural adjustment. Others are sent for skill training when what they need is educational upgrading.

(d) Administrative Procedures

A fourth area of conflict centres on the scheduling of trainees and courses for the Institutional Retraining Program. The Department of Education argues that the CMC's tend to "bunch" their referrals and send them on too short notice to permit any form of long-range planning on the part of the community colleges.

This situation has been partly rectified this year and should improve as advanced consultation between agencies increases.

4. The short-term Training-in-Industry program appears more effective than the Institutional Retraining program in terms of trainee completion and employment rates. (See Table 3.1). Part of the reason may be that whereas the TII program combines both conceptual and on-the-job skill training in a productive employment environment, the latter is restricted to the classroom with no assurance of employment on completion. Some may drop out because they find employment before completing the course.
5. Federal purchases of institutional retraining are declining, (See Table 3.2) despite the currently rising rate of unemployment. A major reason for the reduction may be that retraining costs are on the increase while federal budgets are likely constrained to some extent.

TABLE 3.1
Training Results for 1970-71

	# of Students	Completion Rate	Employed upon Graduation
Institutional Retraining	53,030	67%	?
Training-in-Industry	9,299	84%	100%

Source - Departments of Education and Labour.

TABLE 3.2
Federal Purchase of Institutional Retraining

	1971-72	1970-71	Change 70-71 to 71-72
Training Days Purchased	4,185,000	4,304,600	- 4%
Program Costs (not including Trainee allowances)	\$33,351,000	\$27,263,200	+ 19%

Source - Department of Manpower and Immigration.

6. The present definition of eligibility for student loans and assistance seems to discriminate against the fee-paying student. Eligibility is defined in terms of achievement of Grade 12 certification. Few retraining students possess a Grade 12 certificate so that a change in the requirements to include some sort of age qualification might eliminate much of the discrimination.
7. Only one program, the Adult Day School, deals specifically with the welfare recipient. One problem for the program is that graduates do not receive any special assistance from the CMC's in finding employment. Dissipation of improved social attitudes and enthusiasm occurs rapidly as the frustration of prolonged unemployment increases. Some particular attention to these graduates would seem desirable.
8. Both vocational rehabilitation programs appear to be functioning effectively. Dramatic expansion of the Social and Family Services program would be possible if:
 - (i) it could increase its budget for highly qualified counsellors.
 - (ii) the CMC identified those trainees having mental health and attitude problems, and referred them to the SFS program.

9. Appeals by applicants rejected for retraining assistance by either the Workmen's Compensation Board, or Social and Family Services are allowed. No such appeal is allowed under the Institutional Retraining Program.

B. Problems and Issues

A number of problems have been uncovered during this study. The issues which they raise cannot be ignored in the hope that they will disappear, but should be discussed and resolved if the intended benefits of the current retraining programs are to continue and grow.

PROBLEM 1: Some adults in Ontario are denied access to education and retraining

It is normally assumed in this society that the majority of adults are able to make their own opportunities to obtain education and skill upgrading and retraining. Thus in the field of education those who have the time, the resources and the inclination, are generally expected to purchase on the open marketplace the courses and/or materials and experiences they need and want. A doctor or engineer can attend conferences, subscribe to journals, or participate in seminars, clinics and other forms of refreshment or updating. A mechanic or carpenter can attend clinics and demonstrations offered by suppliers and employers.

But there are recognized to exist segments of the population which for various reasons - intellectual, cultural, physical, or economic disadvantage - are unable to create their own opportunities or to take advantage of those which are available. Nor are these

circumstances always of the individual's own making. Technological change and the vagaries of the economy do present conditions with which the individual is not always able to deal.

For these groups, government endeavours to provide remedies through the provision of various social and economic supports, including job placement services, free training, financial benefits, health treatment, etc. Thus the disabled can seek assistance through the Department of Social and Family Services, or the Workmen's Compensation Board. The disadvantaged can seek help from local welfare agencies including, in Toronto, the Social Services Department and the Department of Indian Affairs and Northern Development. Those unemployed because of a lack of basic education, marketable skill, or a facility with English can find assistance through the Canada Manpower Centres or directly from the Department of Education.

While this suggests a breadth of opportunity for those in need of help to achieve a state of gainful employment, two roadblocks exist. First, the individual must "qualify" for the right to free education, and for the right to the financial assistance he may need to take advantage of a particular program. In the case of the training provided under the Adult Occupational Training Act, (AOTA), the largest program by far, an individual must be over 17, be a bona fide member of the labour force, and must prove either three years of consecutive employment experience or attachment to the labour force. "Attachment to the labour force" is a widely-encompassing definition which includes those unemployed but searching for work, prisoners, etc. To qualify for assistance, the three year period need not have occurred recently but may have taken place at any time since the applicant left school.

Even with this widely defined availability of assistance, some Canadians are still excluded. Some welfare recipients have not been attached to the labour market for three years. Housewives by definition are excluded from the labour force. A childless woman, perhaps widowed, who has never worked or worked for less than three years prior to becoming a housewife does not qualify for assistance. Education leading to a university degree does not constitute AOTA retraining so that the immigrant professional is barred from meaningful federal support.

Another constraint imposed upon trainees by the AOTA is that a maximum of 52 weeks training is allowed in any one type of training, e.g. BTSD or Skills Training. The total amount of training received by a trainee must not exceed 104 weeks. For some trainees these constraints are of little importance. For the poorly educated individual, however, 52 weeks may be insufficient for achievement of the level of education required for entry into some of the more specialized skills training programs.

Also significant is the provision under AOTA that educational services will be approved for an individual only if the training will benefit him. The decision regarding "benefit" is made by a CMC counsellor. The CMC's, however, view themselves as placement agencies not retraining centres, and if the counsellor is opposed to training he may never offer it to an applicant. For the applicant unlucky enough to meet such a counsellor, and with no chance for appeal, this avenue to retraining is effectively closed to him. Only in the last few months has pressure been added to force at least a minimal number of referrals by the counsellors.

ISSUE: Is retraining in Ontario a right or a privilege?
 Should opportunity for retraining be provided for
 all adults, or for only a few? And if for only
 a few, which ones?

Answers to this complex issue can not be found until the whole spectrum of retraining, its requirements and effects in Ontario, have been further evaluated. This is a formidable task given the present ignorance with regard to many of its facets. The Ontario Economic Council states that society has a responsibility to provide its individual members with the "broadest possible opportunity" to obtain the education or information required to adjust to changing conditions.⁷ To announce on an emotional basis that all people are equal, and deserve the same rights and opportunities is easy. To emphatically prove the need is more difficult and beyond the scope of this report.

Of some significance in this respect are the current plans⁸ for a new, broader type of manpower program.

7 See Chapter I, Introduction.

8 The federal government has "on the drawing board" a Canada Manpower Opportunity Program (CMOP). This program aims to help individuals who have more than skill problems by the provision of counselling, testing, and guidance. It would offer broader support to, for example, those disadvantaged persons on welfare who at the moment are touched only marginally, if at all by such programs as the Adult Day Classes conducted by the Metropolitan Toronto Social Services Department.

The Program budget has been set at some \$20 million but there appears to be some problem of deciding upon federal department jurisdiction. In addition, there is the problem of recruiting the qualified staff required for the "personalized" services intended. However, the Department of Manpower and Immigration hopes that the program will be operative by April, 1972.

PROBLEM 2: There is a lack of clear purpose in present manpower retraining programs.

During interviews, one official of the Ontario government stated that there is no provincial policy or purpose. Another implied that the only purpose he could see for Ontario's retraining activities was the tapping of a large source of federal dollars. While such comments may be extreme it is a fact that to date no legislation relating to a large portion of the manpower retraining activities has been enacted in Ontario. The Department of Labour, operating loosely under the Tradesman and Apprentice Qualification Act, and the Department of Education, under Bill 153, (The Education Act), seek to carry out the provisions of the Adult Occupational Training Act and to supplement it where they are weak or discriminatory. A division of responsibility for retraining between Labour and Education was agreed upon during the 1966 Elliot Lake Conference, but there is no formal continuing means of co-ordination, and conflicts continue to arise.

Some claim that the lack of specific legislation results in a lack of clarity of purpose within the Ontario retraining activity. Others find the situation beneficial in that they are able to address themselves to the needs they see without concern for inhibiting regulation.

ISSUE: Should specific manpower retraining legislation be enacted in Ontario?

On the one hand specific legislation might clarify the relative positions of Labour and Education who currently are

in mild dispute over responsibility for the classroom component of in-plant training. Education feels any classroom work falls in its domain, while Labour feels it cannot be separated in any way from the on-the-job training for which it is responsible, and at times provides its own vestibule or other classroom training.

This seems a relatively minor problem when viewed against the larger one of dispute between federal and provincial jurisdictions. Here the federal government is seen as being more concerned with longer term national manpower requirements, while the provincial government sees itself as having to be concerned more with short-term local manpower requirements and more specifically, with the employability of citizens here and now.

But without precise definition, the Ontario purpose becomes diffused, although beneficial results may continue to accrue. It seems reasonable to believe that the absence of a clearly articulated legislative policy carries with it the risk of inefficiency through this diffusion of efforts and the probable duplication of activities. The statement of a clear policy would clarify the thrust of community college and other retraining activities, and set the basis for important provincial decisions on program trade-offs as between areas, job opportunities, and industries as well as among alternate allocations of provincial resources.

PROBLEM 3: The jurisdictional conflict between the Departments of Labour and Education

As mentioned above, this is not a major problem. It is, however, one likely to cause unnecessary friction which might result in wasteful interagency conflict and in reduced program

effectiveness. It arises seemingly out of a belief that there is a basic difference between on-the-job and classroom training, that each requires different instructional skills, and that these skills are resident only in one or another Department. This suggestion denies the logic of a single control of program design and operation under which objectives and all media used, including classroom training, are linked under one cognizance. To be sure, care must be taken to avoid duplication. Labour should not re-invent classroom "wheels" which are already available from Education. Rather, it should seek out and integrate into its programs training modules, etc. available from Education. Progress has been made in this direction although there continues to be a risk of non-co-operation.

ISSUE: Should Education have full responsibility for classroom training?

As pointed out above, the important aspect of program management is "one agency" supervision. The management agency should procure the best resources available for the programs, but can hardly be expected to be fully effective without full control of and responsibility for each program sponsored, whatever sources it decides to select.

PROBLEM 4: Overlap of Programs among Training-in-Industry, (TII)
Training in Business and Industry (TIBI), and the
Management Development Program (MDP)

Although conceived initially as programs to serve specific segments of industrial labour, for example: Training-in-Industry - Skilled and Unskilled Workers; Training in Business and Industry - Supervisors, Managers, and Clerical Workers; Management Development Programs - Self-employed Entrepreneurs, these programs do overlap to a degree. A specific instance occurred recently in which TII and TIBI representatives both attempted to undertake the training of key-punch operators for one firm. Less conflict appears in the TIBI/MDP programs as they are represented by the same groups. While MDP supplies "ready made" training units, TIBI is leaning toward the "specially designed" type of program.

ISSUE: Should representation be centralized?

As in the earlier note regarding the division between Labour and Education, some clarification of role might be desirable. More importantly, however, the development of greater co-operation may really be the answer. Overlaps or duplication are almost inevitable as one or the other group becomes established as a "supplier" to an organization. After

one success, the "buyer" is likely to refer again to the same source since, to him, training is training, no matter by whom or to whom it is done. Since client rapport is important in training, there seems little wrong with one or the other group providing the service. However, each should be fully cognizant of the other's activities, and ready to call upon the other where its skills or existing programs would be of benefit. Such co-operation must be developed rather than legislated.

Furthermore, suppliers tend to seek out alternate sources of supply. To centralize the supply of in-industry programs would eliminate this possibility.

PROBLEM 5: Student in-flow from Canada Manpower Centres is too variable to permit sound planning, scheduling and staffing.

It has been a fact that in the past the CMC's have reserved, say, 15 seats (or places in a course), and then have registered, say, only 10. New arrangements that have now been worked out in future will require the CMC's to pay for the number of seats reserved.

While this may solve the direct problem of staffing and financing from the point of view of the CAAT's, by enabling the colleges to plan a smoother schedule of course starts, it does not solve the underlying problem of matching courses to manpower and student needs. The Department of Manpower and Immigration

continues to make the overall decisions on numbers and types of courses to be initiated, although the budgets are discussed by the "Section 13 Committee". This Committee, named after the AOTA Section which outlines its responsibilities, assesses the manpower needs of the province. It consists of the Regional Director of The Department of Manpower and Immigration, and the Assistant Deputy Ministers of Labour and Education.

Community colleges claim that the Committee decisions, influenced by Canada Manpower Centre assessments of manpower requirements and availability, are often inconsistent with real labour market conditions. Niagara College, for example, recently carried out an in-depth survey of business in its locality, the purpose of which was to forecast labour requirements over the next few years, as perceived by industry. The results of the survey varied markedly from the CMC's forecast of requirements.

However, there is no evidence that the CAAT's are, in fact, better forecasters.

ISSUE: By whom should decisions to initiate courses be made?

This will not be resolved easily since there exist rather clear cut prerogatives and priorities between provincial and the federal governments. However, the case for joint consultation seems strong. There are as yet no completely satisfactory

means available⁹ for longer term forecasting of manpower requirements. The Canada Manpower Centres do have limited contact with the market (some say that touch upon only 8-15 per cent of the real market-place), yet have a mandate to control federal training allocations in line with broad national and regional economic policies.

Perhaps a solution would be found in the making of blanket training grants to colleges whose performance could be evaluated on the basis of ability to meet CMC demands, as well as to make effective community contributions. In essence, this would require the colleges to operate in a businesslike fashion, yet to satisfy the specific needs of a major client - the CMC. It would allow the CAAT's to highlight and initiate action to fill local and regional needs on an as-required basis.

Such an approach, however, is tantamount to financing the institution rather than the individual. It would place in the hands of the CAAT's more authority for the direction of programs and selection of trainees than may be desirable

⁹ See Manpower Forecasting and Educational Policy, a background study prepared for the Commission on Post-Secondary Education in Ontario by J. Holland, M. Skolnik et al. for a discussion of this problem.

if efficiency and effectiveness are to be ensured. On the other hand, the CAAT's do have the responsibility and authority for identifying and serving other sorts of training and educational needs of the community. It seems not illogical to consider extending this authority to cover local manpower retraining needs.

However, if retraining is an economic device rather than a social one, it seems not unreasonable that control of it be vested in the agencies responsible for economic development. Improvement of federal agency needs - forecasting, rather than the re-assignment of authority, may be the better solution. If responsibility is left with the federal agency, it may be desirable to question to what extent, if at all, the CAAT's should be involved in manpower retraining. Despite federal guarantees of minimum levels of activity (90 per cent of the previous year's volume), the colleges are subjected to a variable and uncertain demand which complicates staffing and resource allocation and may provide a false base for investment. It is possible that other alternatives are to be preferred - private agencies, specialized manpower training centres, on-the-job training, etc. - through which long term commitment might be avoided and greater flexibility introduced.

This is an issue which cannot be resolved within the scope of this study. However, it is one deserving of consideration because of the diversion of federal purpose (economic development), and CAAT goals (social development, and self-perpetuation).

PROBLEM 6 Training costs are rising

Federal expenditures on retraining are increasing in terms of both total, and per unit costs. (Man-days are one acceptable unit.) Federal dollar purchases of training have risen by almost 40 per cent during the period 1969-70 to 1971-72 while the corresponding number of man-days of training provided have increased by less than 5 per cent (See Table 3.3).

TABLE 3.3

Federal Purchases of Retraining (in millions)

	1969-70	1970-71	1971-72 (budgeted)
Institutional Retraining (excluding trainee allowances)	\$20.0	\$27.3	\$33.4
Training-In-Industry	3.7	5.0	4.0
Total	\$23.7	\$32.3	\$37.4
Man-days	4.0	4.3	4.2
Average \$/Man-day	\$5.92	\$7.51	\$8.90

Sources: Department of Manpower and Immigration, Department of Education.

There is also evidence that (as might be expected) costs vary among the institutions providing retraining (from \$42.13/day at Quetico with its limited course offerings, to \$3.95/day at St. Lawrence College with its broad course base).¹⁰ These costs vary widely according to the number of trainees enrolled, basic overhead levels, teacher availability, etc.

Undoubtedly inflation has played some role in the increase. But it has been suggested that weaknesses in planning and scheduling have also been partly to blame. In 1970-71, for example, only 80 per cent of the seats (training positions established) were actually used across the system. This figure rose to 96.5 per cent in July, but varied from college to college: being 15.6 per cent at Conestoga College and 147.01 per cent at Humber College. The over-utilization of Humber College courses likely reflects a concerted effort to take in students on a fee-paying or other sponsor basis.

It is not possible to determine whether these increases in expenditure have been accompanied by any measurable increases in the quality of effectiveness of the programs. Some improvement has probably occurred, as for example, in the introduction of flexible student starts, which permits entry at any of several times during the course year. Furthermore, more individual pacing is now possible through redesign of courses and course methods.

10 Applied Arts and Technology Branch of the Department of Education, June, 1971.

The problem of cost increase may be partly solved with the 1971-72 year, since budgets, schedules, etc. have been finalized in advance of the commencement of the fall term - a "first" for the program. But it should be considered whether or not adequate provision has been made for funds for research development in the area of learning system design. Such work could reduce teacher dependency, and also perhaps facility requirements, by substituting other instructional modes. These developments might reduce "on-site" resource requirements and speed up the learning process with a consequent reduction in costs.

ISSUE: Should cost control activities be implemented and if so how?

Total costs can be controlled simply by the lowering of budget levels. However, the real problem is to find ways of getting more training for fewer dollars. The solution probably lies in the improving of course start decisions so as to avoid duplication and obsolescence. It will also lie in the upgrading of training selection, better scheduling of trainees and the institution of research and development on lower cost methods of effective training. Some work is going on in this latter area with the Department of Education seeking ways to apply systems design techniques to BTSD training. The goal is to design an effective "learning system" in which students can proceed on a flexible basis with assurance of results.

In addition it should be noted that advanced scheduling and guaranteeing of student enrolment has gone forward this year for

the first time, and industry, CAAT and CMC representatives have begun to meet to establish jointly a picture of training needs.

PROBLEM 7: Errors in trainee selection and enrolment

No system is likely to be effective where poor decisions are made in regard to raw material input. Some complain that in too many instances trainees are selected simply as a matter of expediency without concern for their real needs. They suggest that the CMC counsellor seeks first to place an applicant in a job and only when that fails is he sent for training, almost a "last resort". Then too it is suggested that the selection of course may not be well suited to needs. Some trainees have social rather than skill problems which cannot be treated in the skill classes.

The trainee himself has little recourse. He either takes what is offered or "leaves it"; he has no appeal as do those processed by the Workmen's Compensation Board or the Department of Social and Family Services.

ISSUE: Should there be an improved process for trainee selection and enrolment?

The answer would seem to be yes! The problem, however, is to determine how most effective selection can be done. Clearly, expert career counselling and individual diagnosis is required. Experienced diagnosticians, however, are scarce, and likely to be costly. Thus it may be necessary to provide some basic training for those now engaged in selection, and to draw also upon the experience and capabilities of the manpower trainer who likely will have a greater opportunity to observe and judge the trainees he receives.

PROBLEM 8: Training discontinuance is a source of wasted effort and program failure

As shown in Table 3.4 discontinuance or drop-out of trainees is a major problem in the Institutional Retraining courses. Not only does failure reflect in program costs, it also is likely to reflect in a depression of the worker's motivation to improve his position.

TABLE 3.4

<u>Drop Out Rates</u> <u>1969-1970</u>		
	<u>Institutional</u>	<u>TII</u>
Total Trainees	60386	9093
Discontinued No.	16290	1477
%	27%	16%
Completion No.	44096	5663
%	73%	62%

Trainees not accounted for were still in training at year end.
Source: Departments of Education and Labour

Part of the difficulty may lie in poor selection of trainees. But part, too, might lie in the failure of the programs to take into account the rather special attitudes of the trainee population. For many, "school" was a distasteful experience and one they are not likely to want to repeat. In fact, in the United States manpower programs it was found that even limited amounts of classroom training were often a cause of employee separation.

That this may be part of the problem is reflected in the lower rate of failure in the Training-in-Industry programs. Certainly the students in these programs may be a quite different breed, selected for their positive motivations rather than exclusively for their need. But it is likely that the combination of job, pay and training for growth may be more attractive than the "training because there is no prospect for you without it" conditions in the Institutional Retraining Program.¹¹

ISSUE: Should Institutional Retraining be changed toward or replaced by a Training-in-Industry type of program?

The use of combined employment/education programs in the United States has been widespread over the past several years. Workers (mostly disadvantaged) were provided jobs, wages, training, counselling and other services designed to facilitate their entry into gainful employment. The programs were successful, but less successful than hoped for. The problem seems to have been that the disadvantaged person - like almost everyone else - requires membership in a group as well as a job and pay. So long as he is placed in a second-class role, such as that of manpower trainee, he is likely to find it difficult to satisfy his need for belonging and social acceptance.

Formal training and education may be necessary, but perhaps they should be tied more closely to actual employment rather than to welfare.

¹¹ The Economic Council of Canada, in its Eighth Annual Review (Ottawa: Information Canada, 1971) urges the reduction of Institutional Retraining and the increase of Training-in-Industry types of programs.

There is also the matter that discontinuance figures may be distorted in the Institutional Retraining program. As a rule, individuals are assigned to educational upgrading programs only where these are prerequisite to skill training. Thus one who, for reasons of his own, wanted only to "get" his grade 10 or 12, is forced to register for a skill course in order to receive the educational prerequisite. Once he has achieved his goal he may then withdraw, inflating the discontinuance figure.

This practice also may lead to the reduction of openings for people who really do need the skill training. It will not be easily rectified, but perhaps a change in counselling methods, and a broader acceptance of students for educational upgrading alone would lead to more realism and more openings in skill courses.

C. Underlying Problems

Virtually all today are agreed that manpower retraining is "good". Basic educational systems do have failures and there needs to be some means available to treat these failures in an appropriate way, and at an opportune time. Most citizens "muddle through" life in some fashion, but for those who cannot, who choose or are forced to "drop-out", society sits poised to retrieve them from becoming "burdens".

It is becoming more widely recognized that change can be so rapid and so severe, as to render obsolete the skills,

attitudes, and knowledge people are capable of adopting in their lives. Again society sees a need to "rescue" its members.

One way in which the community meets these challenges of failure and change is by the application of remedies as the illnesses appear. Thus agencies identify a shortage of store clerks and rush to fill the need. Or, they see the registration of a person on the welfare rolls and rush to help him off.

Yet it would appear that the speed and effectiveness of the community's identification of illnesses, and application of remedies is falling far short of the rate with which the illnesses are developing. What seems needed is a whole new approach whose focus is upon equipping people to be adaptive, to anticipate and to prepare for change. Perhaps more attention needs to be given to helping people to "learn how to learn" and to "learn how to live". Rather than focussing almost exclusively upon replacing old skills with new, there may be a need to focus upon what skills really are required for gainful occupation in society. A model may be found in the course now offered at one community college. Designed for women seeking to return to work, it addresses the sociological and personal problems - not simply the skills of typing or filing or what have you.

With a population of 7.7 million and a labour force of 3.4 million, one must ask how long Ontario can afford to treat only the tip of the iceberg of retraining need. And one must ask how long it can stress the trade skills rather than the life skills, including, because of industry tradition, certified levels of academic achievement.

CHAPTER IV - EXISTING MANPOWER RETRAINING PROGRAMS

Manpower retraining in Ontario is carried out through a variety of programs under the jurisdiction of several government agencies. By far the largest, and most direct activity is that conducted in accordance with federal/provincial agreements arising out of the federal Adult Occupational Training Act, 1967 (AOTA).

A. The Adult Occupational Training Act

The provinces have the responsibility for providing education while the federal government has assumed responsibility for manpower development. Retraining crosses both fields and necessitates federal/provincial co-operation.

Federal/provincial co-operation in the field of adult retraining was effected initially through the Technical and Vocational Training Agreement of 1960. Under this arrangement, the federal and provincial governments shared the costs of constructing retraining facilities and conducting retraining courses.

In 1967, the agreement was replaced by the Adult Occupational Training Act under which the federal government provides funding for certain kinds of retraining, carried out either by the province, or under its direction by private industry. The objective of the arrangement is to provide support for occupational training which is defined as meaning "any form of instruction, other than instruction designed for university credit, the purpose of which is to provide a person

with skills required for an occupation or to increase his skill or proficiency therein". "Occupational Training Courses" are further defined as "courses which do not exceed 52 weeks of full-time training or 1,820 hours of part-time (less than 24 hours per week) instruction. (The maximum for a trainee may be extended to 104 weeks)."¹² The Canada Manpower Training Program (CMTTP) which derives from the legislation, includes both institutional courses conducted by the province on demand from Canada Manpower Centres, and on-the-job or "in-industry" training conducted by private firms for their employees with the approval of a Canada Manpower Centre.

The relationships among agencies involved in retraining activities are shown in Table 4.1. For convenience, each will be discussed under the appropriate Ontario program heading.

¹² Excerpt from the Adult Occupational Training Act. See Appendix III.

TABLE 4.1.

Interrelationships of
Federal/Provincial Retraining Programs

<u>Program</u>	<u>Funds</u>		<u>Admin.</u>		<u>Delivery</u>	
	<u>Prov.</u>	<u>Fed'l</u>	<u>Prov.</u>	<u>Fed'l</u>	<u>Prov.</u>	<u>Fed'l</u>
<u>Department of Education</u> (Ontario Manpower Retraining Programs)						
Institutional Retraining	x	x	x	x	x	
Training in Business and Industry	x		x		x	
Management Development Program	x		x		x	
<u>Department of Labour</u>						
Training-in-Industry	x	x	x	x	x	
Apprenticeship Programs	x	x	x	x	x	

B. The Ontario Manpower Retraining Program

The Ontario Manpower Retraining Program is the principal provincial vehicle for manpower retraining in the province. It operates under the jurisdiction of the Department of Education which has placed responsibility for all three elements of the program in the Colleges of Applied Arts and Technology under the general direction of its Applied Arts and Technology Branch. Responsibility for the Branch and the program was shifted to the newly created Department of Colleges and Universities on October 1, 1971. The shift appears to be in name only as the staff and policies will apparently be the same as when the Branch was under the jurisdiction of the Department of Education.

1. Institutional Retraining

Under this portion of the OMRP, the community colleges and adult education centres conduct a wide variety of courses aimed basically at preparing trainees for employment in any of 164 occupational categories. While there are prerequisites for most courses,¹³ virtually any adult may enrol for training.

Course participants include private individuals ("fee-payers") who pay to attend classes, persons sponsored by various government and private agencies, and unemployed people referred for training by Canada Manpower Centre counsellors. By far the largest number of trainees, about three-quarters, come from the latter source.

1.1. Program

The courses offered are of three types - those which provide educational upgrading (Basic Training for Skill Development), those which provide occupational skill training, and those which teach English to non-English speaking peoples (English as a Second Language). The characteristics of each course are described below.

(a) Basic Training for Skill Development (BTSD)

These courses deal with mathematics, science, and written and oral skills, and are aimed at upgrading the trainee in what are regarded as essential academic areas - essential in terms of their importance to entry into occupational training or activity. They are often described in terms of "grade level equivalents" but are special, intensive

13 See Appendix II for list of programs and prerequisites.

and accelerated versions of the normal public or high school counterparts. The teaching of such courses on a "full course" basis or for the achievement of full grade standing is prohibited under the AOTA.

Because those who enter such training tend to come from a variety of academic backgrounds, the courses have been divided into six levels designed to accommodate levels of incoming proficiency and prepare the trainee for specific levels of competency, as shown in Table 4.2 below.

TABLE 4.2.

<u>BTSD Instructional Levels</u>		
<u>Level</u>	<u>Entry Characteristic</u>	<u>Terminal Characteristic</u>
1A	Illiterate (Sub Grade 4)	Entry to IB
1B	Grade 5 and 6	Entry to IC
1C	Grade 7 and 8	Entry to Level II (Grade 8 equivalent) Entry to Secondary School
II	Level I equivalent	Entry to Level III (Grade 10 equivalent) Entry to Trades or Apprenticeship Programs
III	Level II equivalent	Entry to Post-Secondary Grade 12 equivalent Entry to Trades & Technical Program

The significance of this particular program cannot be overemphasized. In March 1971, 8,384 or nearly 46 per cent of the 18,056 trainees on institutional training courses were enrolled in BTSD training.¹⁴ Geographically, the BTSD courses are quite widely dispersed (See Table 4.3) although, as might be expected, enrolments in Toronto and Ottawa are the highest.

(b) Skill Training

In this category are some 164 occupational skill courses designed to provide the "know-how" necessary for performance of a job. They are of three types:

Entry Skills Courses - the skills needed to enter an occupation, including those required to move into another occupational field or a supervisory role.

Upgrading Courses - the skills necessary to perform at a higher level in a present occupational field.

14 Report of Full-Time Enrolment, 1971 - Ontario Manpower Retraining Program.

TABLE 4.3.

15

ENROLMENT IN BTSD COURSES MARCH 1971

Ottawa	769	Galt	-
Pembroke	201	Guelph	122
Perth	133	Kitchener/	
Cornwall	328	Waterloo	274
Kingston	144	Stratford	115
Peterborough	286	Barrie	171
Belleville	540	Orillia	366
Oshawa	164	Owen Sound	55
Scarborough	-	North Bay	128
Etobicoke	254	Sault Ste. Marie	288
North York	152	Sudbury	176
Sheridan	-	Timmins	278
Brantford	246	Ft. Frances	50
Hamilton	317	Kenora	155
Niagara Falls	33	Thunder Bay	301
St. Catharines	177	Toronto	811
Welland	98	Elliot Lake	82
London	241	Quetico	-
St. Thomas	110	Brockville	123
Windsor	453		
Sarnia	143	<u>Total</u>	8,284

Updating Courses - the skills needed to keep abreast
of technological change in a
present occupation.

These courses are taught largely by practitioners in the
occupations concerned, and vary in length from 3 to 52 weeks.

As of March 31, 1971, courses were being conducted in 103 of
16
the 164 approved occupational skill classes. Some 7,954
individuals were registered at that time in numbers which
ranged from one taking Advertising Sales and Service in
Barrie, to 247 taking Commercial Clerical in Toronto.

(c) English as a Second Language (EASL)

This set of courses is designed specifically for immigrants
from non-English speaking countries whose employment or training
opportunities are restricted because of their inability to
communicate in English. As of March 1971, 1,818 trainees¹⁷ were
enrolled in EASL courses in 22 locations across Ontario. The
largest number, 968, attended courses in the Toronto area.

1.2 Program Operation

The federal government, for all intents and purposes, dominates
the Institutional Retraining Program. It selects the majority of parti-
cipants, determines what courses they will attend, and pays the direct

16 Approved for enrolment of CMC-selected trainees.

17 This compares with 3,645 immigrants enrolled in English courses
by COSTI, a private Italian-sponsored agency.

and administrative costs of training them (as well as maintenance allowances to trainees). The only aspect the federal government does not participate in is the actual instructional process.

"Seats" for the selected federal trainees are purchases by local CMCs from the Department of Education, usually through a community college or adult education centre. In some instances, the training may be provided by a private school operating under contract to the Department.

The fact is that the Department of Education has successfully negotiated with Canada Manpower, a situation where the latter will not purchase private school courses without prior provincial consent. This is one aspect of the "exclusive brokerage" policy, and it has been guarded so jealously for the protection of the public institutions that no federal purchase of private school training was permitted in Ontario until 1971, a number of private school briefs to the provincial government notwithstanding. Quite aside from this, another aspect of "exclusive brokerage" forces the federal government to use Ontario Department of Labour services in dealing with private industry, the provisions of the AOT act notwithstanding.¹⁸ To be sure, there are some good reasons for exclusive brokerage; on the other hand, exclusive brokerage does away with competition and precludes efficiency yardsticks.

18 This latter situation has recently changed with Ottawa's new plan to subsidize companies to hire and train CMC registered unemployed workers including graduates of other manpower training programs unable to find work. The Department of Labour has apparently been totally by-passed in this venture.

The exclusive brokerage rights of the Department of Education are also being threatened, since the Kempsville College of Agriculture and Technology has recently sold a training package directly to the Department of Manpower and Immigration, apparently without consultation with the Department of Education.

The federal commitment is negotiated on a yearly basis and is guaranteed to be not less than 90 per cent of the previous year's purchase of man-days of training. Fee payers, tuition-paying individuals who do not qualify for federal assistance, and trainees sponsored by private agencies or other provincial departments make up the remaining one-quarter of the students and are enrolled directly by the CAAT's.

The program has had a stormy history although working relations between the two governments involved appear to be improving. As one provincial representative stated, "The program is almost running after four and a half years - almost, but not quite." The problems centre on several key areas, selection and scheduling of programs and trainees, and payment. Each will be discussed in detail in Section 1.5 of this Chapter.

The program is large, in terms of both numbers of trainees and the dollars spent as can be seen in Tables 4.4 and 4.5.

TABLE 4.4.

Federal Manpower and Immigration Institutional
Retraining Program Expenditures

1969-70 to 1971-72

Total Expenditures (including trainee allowances, program expenditures and other costs.)

	1969-70	1970-71	1971-72 *
<u>Training</u>			
Skill	\$28,981,150	\$36,033,901	\$37,093,000
BTSD	\$18,411,310	\$12,066,189	\$24,294,000
Language	\$11,607,540	\$10,800,000	\$10,824,000
Total	\$58,000,000	\$68,900,090	\$72,211,000

* budgeted

Total Expenditures (excluding trainee allowances)

	1969-70	1970-71	1971-72 *
<u>Training</u>			
Skill	\$10,006,500	\$14,862,900	\$18,252,000
BTSD	\$ 6,003,900	\$ 8,000,300	\$10,407,410
Language	\$ 4,002,600	\$ 4,400,000	\$ 4,648,000
Total	\$20,013,000	\$27,263,200	\$33,351,000

Source: Department of Manpower and Immigration

TABLE 4.5.

(Revised) 1971-72 Budget Retraining Program

	Dollars Grand Total	Federal Dollars	Provincial Dollars Plus Fees	Federal Days	Provincial Days	Grand Total Days
Onquin	2,428,000	2,285,005	142,995	365,067	22,948	388,015
orian	1,810,100	1,703,336	106,764	188,484	11,848	200,332
ennial	595,270	559,762	35,508	54,000	3,394	57,394
stoga	3,219,380	3,026,861	192,519	394,000	24,767	418,767
ederation	1,410,300	1,327,117	83,183	178,005	11,190	189,195
iam	603,436	567,350	36,086	66,397	4,174	70,571
hawe	1,850,000	1,740,882	109,118	223,400	14,043	237,443
ge Brown	7,890,640	7,418,779	471,861	834,000	52,425	886,425
rgan	1,394,000	1,311,778	82,222	196,817	12,372	209,189
er	2,300,000	2,164,340	135,660	243,000	15,275	258,275
ton	536,030	503,975	32,055	58,000	3,646	61,646
list	706,000	664,358	41,642	115,300	7,248	122,548
rk	2,156,000	2,028,833	127,167	255,000	16,029	271,029
ara	1,112,000	1,046,411	65,589	147,000	9,240	156,240
hern	621,388	584,228	37,160	82,655	5,196	87,851
ca	1,183,596	1,112,816	70,780	128,000	8,046	136,046
idan	672,500	632,834	39,666	54,725	3,440	58,165
S. Fleming	847,300	796,631	50,669	108,181	6,800	114,981
Clair	1,830,875	1,721,388	109,487	230,701	14,502	245,203
Lawrence	1,362,910	1,281,407	81,503	217,781	13,690	231,471
ot Lake	358,630	337,183	21,447	40,816	2,566	43,382
ico	375,000	352,881	22,119	6,000	377	6,377
tal	35,263,355	33,168,155	2,095,200	4,187,329	263,216	4,450,545
ent Vote		32,945,000	1,940,000			
Receipts			155,200			
Vote		223,155				
ing Federal Request		417,000				

Source - Department of Education July, 1971

1.3. Eligibility

The majority of participants in the courses offered under this program come from the Canada Manpower Centres. In March 1971, 13,751 or 76 per cent of the 18,056 trainees in Institutional Retraining Programs had been enrolled by local CMC counsellors. Of the remainder, 3,930 were "fee-paying" private individuals and 375 had been sponsored by various agencies such as the Workmen's Compensation Board.¹⁹

In general, admission to a retraining program through a Canada Manpower Centre requires first that the individual be registered with the Centre, secondly that the Centre be unable to place him in employment, and thirdly that he qualify for federal training support.

Having determined that no employment is available, the CMC counsellor applies a number of criteria in assessing the individual's eligibility for retraining and in selecting the course in which to enrol him. The first requirement is that the applicant be an adult, i.e. at least one year older than the age at which a person is no longer legally obligated to attend formal schooling. To be termed an adult for AOTA purposes then, the applicant in Ontario must be at least seventeen years old. In order to qualify for financial assistance while attending the retraining program the adult must either: (i) have been a member of the labor force "substantially without interruption" for not less than three years, or (ii) have one or more persons "wholly or substantially dependent upon him" for support.²⁰

19 Department of Education Memorandum.

20 Adult Occupational Training Act - Appendix III.

The Canada Manpower counsellor must next determine that the individual both wishes to undertake training and is likely to benefit from it. This is done in part upon the basis of an interview as well as of the results of the General Aptitude Test Battery (GATB), and the available employment and educational data.

As part of the process the counsellor also examines the availability of suitable occupational skills training courses, and the need for EASL or BTSD training as a prerequisite. Course availability to quite some extent is dependent upon assessments of manpower requirements in the locality which form part of the basis for decisions to fund and approve courses in the CAAT's.²¹

If an affirmative decision is reached after assessment of these factors, the CMC counsellor purchases a seat in the program, allowing the trainee up to 24 weeks of EASL or 52 weeks of BTSD training plus no more than 52 weeks of vocational training, and retraining begins. If a negative decision is reached, however, the applicant has no recourse but to seek help elsewhere or, if financially able, to approach the CAAT directly for entry as a tuition-paying student. Help also is available from a number of public and private agencies which will sponsor deserving individuals by paying training fees, and, at times, maintenance costs.

²¹ See Chapter V for discussion.

1.4. Results

Some attempts are made to follow up the post-course activities of trainees in the programs. However, this data is kept in Ottawa, and is not made available to the Canada Manpower Regional Offices, the CMC's, or other interested parties. As a consequence, it is impossible to determine the real results being achieved.

CAAT representatives contend that much of the program is ineffective and lay the blame on the trainee evaluation and selection techniques used by the CMC offices. Many of the trainees, it is suggested, do not require skill training but rather social rehabilitation, counselling, etc. It is suggested that these trainees fail to hold a job not because of a lack of work skills, but because of a lack of ability to fit in with a work group. The Institutional Retraining program becomes, for them, a revolving door: learn a skill - get a job - lose a job - learn another skill - with the result that the program only "provides these people with a new job from which to get fired."²²

One index of the effectiveness of the Institutional Retraining program is the trainee discontinuance rate which runs about 27 per cent at present. The cause of this high drop-out rate may be poor trainee selection or poor training, but further investigation is needed to isolate the reasons. A study of manpower retraining programs in Manitoba carried out between 1968 and 1970 showed that the performance of that province's retraining programs was equally dismal, with only 66.4 per cent

22 Statement by an official of a Community college.

of the trainees successfully completing their training.²³ The study concluded that more effort should be made to identify the needs of trainees, especially those with problems that might handicap their performance.

Considering that over \$76 million was spent on the Institutional Retraining program last year alone, it seems incomprehensible that no one knows how well the program is doing in preparing trainees for the Canadian labour market. Are the trainees benefitting from their learning? How do employers evaluate them? Are they able to hold jobs? Did they need training in the first place? These are the questions which should, and must, be answered before millions more of tax-payer's dollars are spent.

1.5. Problems

Institutional Retraining has had the stormiest history of any of the retraining programs in Ontario.

The problems have been and are numerous, although there is promise in some of the current proposals and actions for change. Central to these problems is a failure of the agencies involved in the program to come to a clear and mutually agreeable definition of purpose. It is not clear whether the purpose is to reduce unemployment; to improve the productivity of Canadian industry; to raise the standard of living of a few; or to solve problems of poverty and human resource development.

23 Training Outcomes of 1,189 trainees enrolled in the Industrial Division of Manitoba Training Centres in February 1968 - Department of Youth and Education, 1970.

See also Eighth Annual Review, Economic Council of Canada, 1971.

If the federal government attempts to impose a national manpower policy, in which Ontario is only one segment - some provincial needs may be sacrificed in order to achieve the aggregate goals. Ontario, however, must deal with the "here and now" - the unemployed, the under-trained, the worker who requires immediate assistance. And it must deal as well with the completely different needs of two regions in the province, Northern and Southern Ontario, not with aggregate needs.

The definitions of purpose are numerous and conflicting. The Department of Manpower and Immigration states quite clearly that it is not in the training business, but is primarily in the placement business. The priorities of the Canada Manpower Centres are:

- (i) matching people with job openings,
- (ii) moving people when work is not available locally,
- (iii) retraining of the unemployed.

This places retraining in the position of being a last resort. However, these priorities are not adhered to universally. While some CMC counsellors never refer applicants for retraining, others refer anyone for whom they can find no job. Obtaining retraining then becomes, for the unemployed worker, a matter of luck in "hitting" the right centre since the individual counsellor's interpretation is the prime determinant. Some see training as a "last resort", others as almost a right of the unemployed.

Provincial jurisdictions are no clearer on the matter of purpose. There is no overall definitive legislation governing the roles in retraining of either the Department of Labour, or the Department of

Education. The Ontario Education Act (Bill 153) provides some vague guidance but is far from explicit. The division of responsibility for Training-in-Industry was established at a conference - not by²⁴ legislation.

As a result of this absence of purposeful policies, there arise many conflicts. For example, the federal government allocates 48 per cent of its funds to Skill Training, 36 per cent to Basic Training for Skill Development, and 16 per cent to English as a Second Language, whereas 90 per cent of provincial funds are allocated to²⁵ Basic Training for Skill Development.

Furthermore, Ontario officials contest that federal agencies (Canada Manpower Centres) are not equipped either to select clients for training or to select appropriate training for them.

Then too, with their limited penetration of the placement market (estimated at no more than 15 percent), it is claimed that the Canada Manpower Centres are ill-equipped to assess the needs for retraining programs.

As one example of CMC unfamiliarity with the placement market, it was noted that at a recent meeting of MCM, CAAT and industry representatives, the CMC representative resolutely denied the need for a computer programmer course in the face of one industry representative's statement that he would personally hire any who graduated from such a course. In part the CMC denial reflected a belief that an EDP course offered at another college was producing a supply of programmers. In fact this course does not deal in any way with the subject.

24 Reported to be a decision of the Ed-Lab Committee at the Elliot Lake Conference in 1966.

25 From a memorandum on the Ontario Manpower Retraining Program.

Added to this sort of complaint is the recently released report of the Economic Council of Canada which suggests that manpower retraining programs conducted institutionally are ineffective because they do not result in a job placement for trainees. Interestingly, the Economic Council criticizes the program because its programs do not match the Council's forecasts of labour requirements. On the other hand, there is as yet little proof that anyone, let alone the Council, has devised any accurate means of forecasting labor demand.

The Canada Manpower Centres admit that their past performance has been less than spectacular in the penetration of the labour market. However, they suggest that the community colleges have engaged in a process of propagating, or continuing, unneeded courses, and of duplicating services already in existence to support the CAAT system. In some cases, judging by the numbers of registrants, this may not be an unfounded criticism.

Another area of dispute is represented by the complaint of the CAAT's that the federal government is unable to provide adequate advanced indication of training requirements, thus forcing the colleges to operate on a crisis basis. Adding to the problem in the past has been the fact that many of the trainees for whom "seats" were purchased either did not appear, or dropped out of the program. The CAAT's have found it impossible to control costs and quality under these conditions.

The transfer of payments under the program has been a long and arduous affair, requiring upwards of three years to complete. All settlements to date have been on a "saw-off" arrangement whereby an estimated cost is agreed upon, rather than any rigorous accounting or audit being done.

The Department of Manpower and Immigration argues that these problems could be avoided if the Department of Education would comply with federal requirements regarding the statement of seating availability in the programs it conducts. The Department of Education contends that seating availability equals the number of students the CMC's plan to enrol, while M & I feels that there are more seats than students. The argument centres on whether federal payments should cover total program costs or only an amount equal to the proportion of federally sponsored students to the total.

It may be overly optimistic to suggest that these administrative problems are in the process of being resolved. However, this year for the first time agreement on courses and enrolments has been reached before the start of the fall term and each agrees that payments will be based upon these arrangements.

Despite these anticipated changes there appears to be inequities in the treatment of trainees with respect to meeting requirements for eligibility for federal assistance. The Act²⁶ is explicit on the matter of eligibility - an applicant must have dependents or must be a member of the labour force or be attached to it in some way. Even then, some Canadians are excluded from assistance.

26 Adult Occupational Training Act.

Eligibility for training allowances, a primary consideration for many seeking retraining, is determined either on the basis of numbers of dependents or on the possession of three years labour attachment, and thus may be discriminating. But since the decision rests also upon the determination of a CMC counsellor as to the individual's needs, merits, and potential, eligibility is largely a matter of personal interpretation and judgement, which cannot be claimed to be a guarantee of equality of opportunity.

Furthermore, the CMC applicant for training has no recourse from a decision of a CMC counsellor - even though appeal is a normal part of the programs of the Department of Social and Family Services and the Workmen's Compensation Board. It seems one must be disabled to obtain the right to recourse.

Once enrolled, trainees are still faced with inequities. Training is restricted to a maximum of 52 weeks in any one of the three programs (BTSD, EASL or Skill Training), with a maximum of 104 weeks per trainee. For the trainee with Grade 11 education these limits impose few problems. The Grade 11 graduate may require only a few weeks of BTSD training to attain the prerequisite educational level for an occupational skill program. The trainee with Grade 4 education, however, must spend 52 weeks in reaching Grade 8 level. Since many of the technical programs require either Grade 10 or Grade 12 equivalent, the trainee is forced either to continue BTSD at his own expense in hopes of achieving the prerequisite

or to enter a low-skill training program for which prerequisites are lower.

Thus while the 52 week limitation may not prevent the trainee from learning a trade, it does force him in many cases into one which may be highly susceptible to obsolescence. As a result he may be quickly thrown back into his original state of unemployment. On the other hand, this limitation may cause the academic upgrading effort to be "wasted" as reported in the case with one trainee requiring 54 weeks of BTSD in order to achieve Grade 12. At the end of 52 weeks, his training ended, leaving him two weeks short of the prerequisite for entry into the retraining program of his choice.

If the student is refused AOTA referral, and must enter the IR program as a fee-payer, he may face still another inequity. Non-CMC referrals (including fee-payers and those referred by other provincial agencies) seldom qualify for student loan assistance because they are not considered to be post-secondary students. Post-secondary students are defined as those who have achieved a Grade 12 and many of the non-CMC referrals have not attained it. If the criteria were either achievement or age, loan assistance might be made available to them under current legislation.

Inequities may continue for the trainee upon graduation from the program. Institutional Retraining graduates are not guaranteed a job and in searching for employment, they may find that their certificates are neither understood nor accepted by employers as equivalent to a regular school level certificate.

The scene of conflict between the federal manpower staff and the suppliers of education may soon be lessened since the Department of Colleges and Universities has taken over the administration of the CAAT's. However, while the location may change, the faces and policies will be the same.

Then too, the Canada Manpower Opportunities Program currently under development may well broaden the accessibility of retraining under federal sponsorship. While internal conflict at the federal level has held up this program, there seems to be hope that it may be implemented by April, 1972.

1.6. Changes

Those involved in the operation of the Institutional Retraining program has not been blind to the problems, and a number of changes are underway or may be forthcoming. Among them are:

(1) Until recently CMC's were discouraged from talking with CAAT representatives about course needs and administrative details. They are now being encouraged to work more closely with the CAAT's and seem to be doing so. Meetings have been instituted in which industry, CAAT, Education, Manpower and CMC representatives discuss employer needs and try to decide upon the retraining programs to be developed and conducted.

(2) Department of Manpower and Immigration concern for efficiency and effectiveness has sharply increased, as evidenced by the closer surveillance of training commitment shortfalls, drop out rates, graduation rates and the rate of failure to appear for classes. This surveillance has been

coupled with efforts to streamline the training system so that each trainee may progress at his own rate, graduate, and be replaced quickly with a new trainee. The result, so far, has been improved usage of federal seat purchases from a low of about 86 per cent of those committed to a recent high of 96-98 per cent.²⁷

(3) Efforts are underway in the BTSD program to revise the curricula so as to increase the rate and flexibility of learning.

(4) The federal government has begun to guarantee the purchase of a minimum number of "seats" per course per college. This should make it possible for the CAAT's to budget their staff and space requirements better and to schedule for trainees.

(5) For the first time this year, the two levels of government were able to establish schedules and contractual agreements prior to the beginning of retraining sessions in September.

(6) One new program planned is a twenty week "Mothercraft" course to train housewives and other women in caring for children up to the age of six. Graduates may become self-employed day-care "mothers," and will be licensed by the province. This program began in September 1971.

(7) Very recently, the federal government announced a new \$20 million on-the-job training program, in which Ottawa, dealing directly with employers, (and by-passing the Department of Labour),

27 Department of Manpower and Immigration Interview.

has offered to pay 75 per cent of the wages of trainees employed and trained by companies. The trainees are to be CMC-registered, unemployed, including graduates from existing Manpower training programs who have been unable to find work. The intent of the program appears to be to provide an opportunity for these trainees to gain on-the-job work experience and employer acceptance.

Manpower and Immigration hopes to overcome several problems that often impede their other trainees: that of an inability to adjust from the classroom to an actual job situation, and secondly, the reluctance of employers to hire Manpower-trained workers.

(8) "On the drawing boards" is the federal government's Canada Manpower Opportunity Program (CMOP) which is aimed at helping individuals who have problems other than occupational skill deficiencies. It will provide individualized counselling, testing and guidance services, and will offer broader support to those who are presently only marginally eligible for federal retraining assistance programs.

The budget for this program has been set at some \$20 million, but there appears to be a problem in deciding upon jurisdiction among federal departments. There is also the problem of recruiting qualified staff required for the "personalized" services intended. Nonetheless, the Department of Manpower and Immigration hopes that the program will be operative by April, 1972.

(9) As of October 1, 1971, responsibility for the Applied Arts and Technology Branch and the Institutional Retraining program passed from the Department of Education to the newly created Department of Colleges and Universities. The shift is apparently one of name only, as it is expected that the staff, and the policies, will remain as they were under the former Department.

2. Training in Business and Industry (TIBI)

This program, which is operated solely by the Department of Education, has two purposes -

- (i) To assist people in business and industry to upgrade and improve their positions as employees, and as members of the labour force of Canada, and
- (ii) To assist employers, industries and businesses to become more competitive, and to improve Canada's economy.

2.1. Program

The program revolves around the establishment of projects by the CAAT's for, and with, companies and associations. Two kinds of program are offered:

- (a) Supervisory and Management - aimed at all levels of supervisory and management personnel as well as at the self-employed, and
- (b) Skills Development - aimed at employees of all classes and types

28 From a Department of Education memo, March 18, 1971.

Essentially, the idea is to ask industry what kind of training it wants, and then to provide it. In some instances, a suitable course already exists, in the form of course notes, trained instructors, and available space, and can be conducted for from 15-25 people, on short notice.²⁹

However, in other cases, especially in the skill development area, courses are prepared specially to fill an identified need. For example, a computer programmer course, a supermarket manager's course, and others have been prepared, usually designed to fill a local need.

As of March, 1971, 5,730 trainees were enrolled in courses under the TIBI program for a total of 44,847 trainee days.³⁰ The bulk of the training seems presently to take place in the Toronto area, although as of March, 1971, all but three of the 30 areas served had programs underway.

2.2. Eligibility for TIBI Support

Under the TIBI program, courses are financed one third by the Department of Education and two-thirds by the employer and/or employee. If course development is required, the costs are charged directly to the employer or association.

To qualify for TIBI support a proposed course must:

29 Some 29 titles are listed as "in-being," including such topics as Human Relations, Mining, Work Study, Bookkeeping, International Marketing, Retail Selling, Finance and Taxation.

30 Source, Department of Education memorandum.

- (a) be industrially portable
- (b) enhance the trainee's employability
- (c) have substantial theoretical content
- (d) be conducted mainly in a classroom environment
- (e) be of appropriate length, and have a reasonable number of trainees to ensure effectiveness
- (f) not be for university credit
- (g) not be for members of government agencies
- (h) not conflict with the Management Development Program series
- (i) be of at least 24 hours duration and include³¹ at least 8 trainees.

Actual participants in the courses are generally selected by the employers. There are no governmental restrictions on participation - except that the registration must not be less than 8 for Skill Development Course, not less than 15 for a Supervisory Management Course, nor more than 25 for either type.

Frequently courses are initiated as a result of a company or group of companies approaching a CAAT. In addition, however, TIBI representatives are increasingly active in seeking out prospects, and promoting the service.

2.3. Results

In fiscal 1970-71 some 43,217 people enrolled in TIBI programs with 33,326 completing the individual courses. Some

31 From a Department of Education memo, March 18, 1971.

78.7 per cent or 373,910 of the budgeted 432,953 training days were expended, while 86.3 per cent of the budgeted \$2.745 million were spent. These figures represent a substantial growth in TIBI activity over fiscal 1969-70 - a sign that more employers are taking advantage of it.

2.4. Problems

To the extent that the increasing activity represents the initiation of training in areas in which it did not previously exist, it augurs well for the program. However, it is possible that some organizations may seek to take advantage of the offer of "free" training dollars rather than using those they would otherwise spend on similar activities. This may not be a problem except that, where resources are scarce, surely need and ability to pay should be considered.

Another risk lies in the enthusiasm with which the TIBI representatives "promote" their services. Recently a private educational firm developed a special program for a group of companies under the auspices of a CAAT. The program was well received, but, for presumably economic reasons, support collapsed. The TIBI representative tried to encourage enrolment by offering substantial reductions in what had been the cost levels previously agreed upon. This incident gives rise to the question of whether TIBI is filling a need - or "selling" a service. If it is selling, of course, the program may be exceedingly beneficial. However, it might be well to review the specific methods of operation in use. In addition it may be well to begin auditing the results achieved in terms of something other than numbers of courses or numbers of trainees.

3. Management Development Program

In 1963 the Federal Government launched a program of courses and seminars aimed at increasing the effectiveness of Canadian management. The program was directed mainly at the smaller businessman who, it was felt, would normally not have access to formal management seminars and courses. It is today administered by the Ontario Government under the Department of Education as part of the TIBI program.

3.1. Program

Some 25 courses (see Appendix IV) were originally developed, and most are still available through the TIBI program. Courses are arranged and scheduled generally through sponsoring organizations such as Boards of Trade. Instruction is contracted out to consultants, businessmen, etc. rather than to educators, on a course-to-course basis.

In the 1970-71 year over 500 sessions of these courses were conducted, with enrolments of about 5,000 persons from various occupations.

3.2. Eligibility for Program

While the courses were designed initially with the smaller businessman in mind, participation is not limited other than by the preferred course size (20) and the ability of the participant to pay the fee. Fees range upward from \$30 for a ten session (20 hours) course.

3.3. Results

Aside from the fact that participation has been relatively high, no analysis of results has been done. The fact that the programs continue to draw participants might be considered some mark of effectiveness - but the true measure probably lies elsewhere.

Since the program was designed to operate on a break-even basis, some attention should be given to course cost recovery. Whether or not the \$500 thousand budget is simply "float" or the unrecovered costs of promotion and conduct is not known.

3.4. Problems

No problems were identified in this program but it is likely that two may exist to some degree. First is the matter of ensuring a continuing supply of competent instructors from the ranks of businessmen and consultants. In general, the fees paid instructors are more attractive to those who are young and inexperienced than to those who are older and more experienced. There is no evidence of any monitoring of course conduct as a means of assessing quality, although it is likely that course continuance would depend upon instructor performance.

The second difficulty may lie in the mechanism for course updating and modification. There does not appear to be any serious provision for development of courses, other than that instructors are relatively free to modify a course to suit themselves and the class. Perhaps more attention needs to be given to this freedom granted instructors.

C. Training-in-Industry (TII)

The Training-in-Industry program is operated in Ontario by the Industrial Training Branch (ITB) of the Department of Labour. This Branch was created in 1964 as a result of recommendations contained in the Report of the Select Committee on Manpower Training.

Training-in-Industry is actually two separate programs: apprenticeship training and training-in-industry for employees of firms. The Apprenticeship Program is directed at the individual seeking to establish himself in a trade, for whom the Branch arranges association with a company, provides classroom training, pays travel costs and pays certain other subsistence allowances. The Training-in-Industry program is a short-term, on-the-job training which does not lead to certification. The short-term Training-in-Industry program is discussed first.

1.0. Training-in-Industry

1.1. Program

This program is carried out by the Department of Labour in conjunction with the Department of Manpower and Immigration and its CMC's, under the provisions of the Adult Occupational Training Act.

The program has been in operation since 1967, and today is administered by twelve ITB Development Officers in three regions (Eastern, Western and Northern Ontario). These officers respond to inquiries from local firms for assistance in the mounting of TII programs for their employees. The "projects" may be aimed at

upgrading employed workers, or training newly hired "unskilled" workers for the purpose of: (a) improving the firm's efficiency and competitiveness; and (b) preventing the disemployment of employees.

Generally each project includes two distinct, but interrelated, kinds of training:

- (a) Vestibule Training - that portion which consists of general instruction in skills transferable between employers and is given in an arranged instructional setting which will normally be apart from the regular work place.
- (b) Shop Training - which is carried out on-the-job in order to develop manipulative skills and may include actual production of goods.

1.2. Program Operation

The proportion and character of each type of training are matters for agreement among the employer, ITB, and the local CMC. The federal government, as specified in the AOTA, may only co-operate in the non-shop aspects of training and is, therefore, limited to funding the costs of vestibule training for trainees eligible under the AOTA.

The Department of Labour funds the cost of vestibule training for trainees not eligible for training benefits under AOTA, as well as a portion of all shop training.

This latter includes a portion of the trainee's wages, and the cost of training an instructor selected from the employer's staff. However, government payments are made only when the trainees graduate,

and no costs are underwritten or guaranteed in any way pending performance of the training agreed upon.

Representative of the TII program is the Toronto Transit Commission Course for Vehicle Electricians which is described in Appendix V.

In March, 1971 there were 286 active "projects," involving 2,167 trainees, out of a total of 595 requests received and projects developed. For the 1970-71 fiscal year a total of 9,299 trainees participated in the program, 5,254 "graduating" in that period.

1.3. Eligibility for Program

These programs result mainly from inquiries from industry although aggressive promotion by Department of Labour representatives has produced many projects. Selection of trainees is left entirely to the employer, and may include either or both low-skilled workers already in the company's employment, or unemployed hired specifically for retraining. Trainees are employed during training and are guaranteed a job upon graduation.

1.4. Funding

The AOTA provides guide-lines upon which federal participation in the funding of vestibule training is based. They include:

- (a) Trainee eligibility under AOTA (Preferred)
- (b) The type of training proposed (vestibule or on-the-job)
- (c) Newness (rather than repetition of an established program)
- (d) Likely training result (continuous rather than casual employment)

- (e) Duration of program (see AOTA limits)
- (f) Skill portability
- (g) Employer ability
- (h) Uniqueness (not part of regular training).

However, the Department of Labour, which involves itself in negotiations with the Canada Manpower Centres and the employers, tends to take a quite liberal view of the eligibility of proposed programs. Where the federal agency refuses support, the Department frequently underwrites the program itself. In 1970-71 the Department spent \$793,354 on such programs - roughly 40 per cent of the total funds spent by both federal and provincial governments.

It is interesting to note that unlike the Department of Education's Institutional Retraining program, the TII program provides for provincial support of students during training. This support is in the form of wage subsidies paid the employer, which is interpreted by some as discriminatory against those in the Institutional Retraining program.

1.5. Results

The program has grown substantially over the past few years as can be seen in Table 4.6.

	TABLE 4.6		
	32		
	<u>TRAINING-IN-INDUSTRY</u>		
	<u>1970-71</u>	<u>1969-70</u>	<u>1968-69</u>
Requests for Training Assistance	595	337	208
Projects Developed	345	254	185
% Developed	58%	75%	90%
Active Projects as of March 31 (year end)	286	237	146

The discontinuance rate overall seems to be about 25 per cent, which may suggest some inadequacy in training selection and/or training content and method.

It might also be noted that while the number of projects has increased substantially (nearly 100 per cent), the total number of trainees has not (only about 14 per cent).

One important aspect of the program seems to be the emphasis upon the training of the unskilled. Some 92 per cent of the trainees completing courses are in this category (See Table 4.7).

TABLE 4.7

SUMMARY OF 1970 - 71

TO 1968 - 69 PROGRAMS

TRAINING-IN-INDUSTRY

	1970 - 1971			1969 - 1970			1968 - 1969		
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL
<u>UPGRADING</u>									
Entered	431	22	453	577	20	597	868	141	1009
Discontinued	27	6	33	57	3	60	77	7	84
Completed	387	16	403	569	14	583	721	135	856
In Training	172	-	172	151	3	154	250	-	250
As of March 31									
<u>UNSKILLED</u>									
Entered	4808	2085	6893	4555	2291	6846	3824	1654	5478
Discontinued	1142	703	1845	827	590	1417	742	519	1261
Completed	3489	1362	4851	3502	1578	5080	3033	893	3926
In Training	1527	468	1995	1348	451	1799	1064	336	1400
As of March 31									
<u>TOTAL</u>									
Entered	5239	2107	7346	5132	2311	7443	4692	1795	6487
Discontinued	1169	709	1878	884	593	1477	819	526	1345
Completed	3876	1378	5254	4071	1592	5663	3754	1028	4782
In Training	1699	468	2167	1499	454	1953	1314	336	1650
As of March 31									
<u>TOTAL TRAINEES</u>	6744	2555	9299	6454	2639	9093	5887	1890	7777

From Summary Forecast, Monthly Training Report - Training-in-Industry Activities 31st March, 1971.

1.6. Problems

Few of the problems and conflicts between federal and provincial agencies in connection with the Institutional Retraining program are evident in TII. The Departments of Labour and Manpower and Immigration act as equal partners although provincial officials contend that their federal partners would dearly love to turn the administration into a two-tiered system similar to that of Institutional Retraining.

Conflict is evident between the Departments of Education and Labour. Education traditionally has had control over all classroom training, including "vestibule" training, while Labour has control of the on-the-job training area.

Labour, however, often has found it more convenient to provide its own vestibule training, and to answer Education's complaints of jurisdiction invasion with the comment, "Who cares about jurisdiction when there is so much to be done."³³

As is the case in the Institutional Retraining program, there is no Ontario legislation or formal policy statement which clearly defines programs and Departmental responsibilities. Labour contends that this lack of policy gives them the flexibility they

33 Comment in an interview.

require to act, but an official outside the Department noted that "They sometimes confuse vascillation with flexibility."

1.7. Anticipated Changes

The Economic Council's Eighth Annual Report suggests that more emphasis should be placed upon the in-industry type of retraining. The Council compares Canadian Expenditures with those of the United States and notes that 80 per cent of U.S. expenditures are for this sort of retraining as opposed to only 4 per cent in Canada. However, it is reported by the National Alliance of Businessmen that the U.S. program which has an anti-poverty objective is not as successful as desired.³⁴

It is impossible to say whether or not enlargement of TII is desirable or likely. However, despite the U.S. experience there is evidence that TII is a quite directly beneficial approach.

The Department of Labour is currently experimenting with a modular training concept.³⁵ Some 50 modular training units are now available for insertion into in-industry programs. A module contains a specified block of knowledge, and can be combined with other modules to produce the exact training required in a given case. This seems to be a great step toward more efficient and effective training.

34 Interview with National Alliance of Businessmen staff.

35 See Department of Labour's brochure Modular Training Program.

Some progress has been made in drafting a basis for legislation regarding the Department's training activity. However, no date has been set for the presentation of this legislation to the legislature.

2.0. Apprenticeship

The Department of Labour operates an extensive apprenticeship program through its 24 Industrial Training Branch offices. Nearly 100 apprenticeship programs are available in the construction, machinepower, and service trades, and in 1970 some 19,259 apprenticeship contracts were in force.

The programs include both on-the-job apprenticeship training and classroom instruction. In general they are of several years duration.

To be eligible for these programs an individual must be 16 years of age or over, physically fit, and have acquired a Grade 10 or equivalent education. Application is made to any of the ITB offices where interviews are conducted by some 79 counsellors. The tests include a progressive achievement assessment consisting of 138 questions in English comprehension, numerical ability, and mechanical reasoning to establish Grade 10 equivalence. In 1969-70, of 2,614 applicants tested, 1,609 achieved Grade 10 equivalence and of these, 757 were registered as apprentices.

Through its contracts with industry the Department is able to guarantee employment during the apprenticeship period. Through its financial assistance program, it also makes travel and classroom training possible for the apprentices.

D. Vocational Rehabilitation

There are two major vocational rehabilitation programs in Ontario, both aimed at enhancing the ability of the temporarily or permanently disabled to find and hold gainful employment. The larger, in terms of numbers of people involved, is that operated by the Rehabilitation Services Branch of the Ontario Department of Social and Family Services (SFS). Under this program, 1,130 disabled persons commenced training during 1969-70.

The other program, which is operated by the Vocational Rehabilitation Department of the Workmen's Compensation Board (WCB), concerns itself with returning disabled workmen to gainful employment. In 1970, 136 workmen were placed in training programs.

1. Rehabilitation Services Branch (Department of SFS)

The Vocational Rehabilitation Services Act (1966) is the prime provincial authority under which SFS operates in the vocational area. Under this act and the federal Vocational Rehabilitation of Disabled Persons Act (1961), vocational services are provided under joint (50/50) federal-provincial funding - full responsibility for the actual administration of the services being assumed by the province.

The program is aimed at "restoring, developing, improving and enhancing the working ability of disabled persons to the point where they can become established in a substantially gainful occupation." For purposes of the Act, a "disabled person" is defined broadly as: "a person who because of physical or mental impairment is incapable of pursuing regularly a substantially gainful occupation." The Act also views the term "gainful occupation" more broadly than does the Adult Occupational Training Act. A gainful occupation is considered to include:

1. Employment in a competitive labour market
2. The practice of a profession
3. Self-employment
4. Homemaking
5. Farm work
6. Sheltered employment
7. Home industries.

1.1. The Program

The vocational rehabilitation program is very broad and heavily weighted toward individualized service, covering assessment of the individual's disability, medical restoration, counselling and guidance, the provision of allowances for maintenance and transportation, supply of occupational tools, and job placement, in addition to vocational training. Training is provided through purchase from established training agencies, both public and private. Among the sources used are community colleges and universities, adult education centres, sheltered

workshops (of which there are presently 81 in Ontario), ³⁶ private or technical or trade schools, and private employers.

Referrals to the Branch come from a variety of sources including relatives and friends, the disabled person himself, hospitals, Canada Manpower Centres, and others. Following diagnosis of the individual's needs, training, ranging from educational upgrading to specific skill development, is arranged by the cognizant rehabilitation counsellor through the appropriate channel. Table 4.8 shows the kinds of training supplied in 1969-70.

TABLE 4.8
Types of Courses 1969-70

	<u>Number</u>	<u>Percent</u>
Professional	157	13.9
Skilled, Technical	77	6.8
Semi-Skilled	40	3.5
Unskilled	3	0.3
Clerical, Sales	83	7.3
Service Trades	44	3.9
Academic Upgrading	194	17.2
Language	7	0.6
Work Adjustment	517	45.8
Other	8	0.7
	<hr/> 1,130	<hr/> 100.0%

Source: Department of Social and Family Services

Slightly more than one half of the training was provided in the Toronto area, and 845 of the programs were of less than 12 months duration.

1.2. Eligibility for Training

To enter training, an applicant must first be determined to be disabled (as defined earlier in this section). This determination is made by a rehabilitation counsellor, whose decision the individual can appeal to the Provincial Board of Review. The only other restriction to entry is that the disabled applicant must not be eligible for similar services under the Workmen's Compensation Act, or under the Veteran's Rehabilitation Act.

To be eligible for maintenance allowances and other payments, the disabled person must meet a number of additional requirements which include that he be one who:

- (a) is ordinarily resident in Ontario
- (b) is receiving, or is authorized to receive, any other benefit under the rehabilitation program established under the Act
- (c) in the opinion of the Director, is unable to take full advantage of vocational rehabilitation services without a maintenance allowance

(d) is not receiving an allowance under the
Adult Occupational Training Act

(e) does not have liquid assets of more than
\$1,000 plus \$200 in respect of each of
his dependants.

Allowances vary with the individual's situation with regard to dependants, the need to relocate or travel, and other considerations, such as subordinate source of income. The basic allowance is \$147 a month for each month during which training is available to him, less any income he may have (excluding such things as family allowances, donations, etc.).

The breadth of coverage of the program is represented in Tables 4.9, 4.10 and 4.11, which describe some of the
characteristics of trainees in 1969-70.

37 See Annual Report, Department of Social and Family
Services-1970

TABLE 4.9
General Characteristics of Trainees

	<u>1969-70</u>	
<u>Sex</u>	<u>No.</u>	<u>Percent</u>
Male	791	70%
Female	<u>339</u>	<u>30%</u>
	1,130	100%
<u>Age</u>		
Under 21	598	52.9
21 - 30	309	27.4
31 - 40	136	12.0
41 - 50	68	6.0
51 and up	<u>19</u>	<u>1.7</u>
	1,130	100.0%
<u>Marital Status</u>		
Single	966	85.5
Married	<u>164</u>	<u>14.5</u>
	1,130	100.0%

TABLE 4.10

Education and Economic Status

<u>Education</u>	<u>No.</u>	<u>%</u>
Grade 7 and under	202	17.9
Grade 8	205	18.1
Grade 9	217	19.2
Grade 10	187	16.6
Grade 11	66	5.8
Grade 12	142	12.6
Grade 13	81	7.2
C.A.A.T.	6	0.5
University	<u>24</u>	<u>2.1</u>
	1,130	100%
<u>Economic Status</u>		
General Welfare Assistance	164	14.5
Family Benefits	96	8.5
Unemployment Insurance	30	2.6
Parents, Relatives and Friends	388	34.3
Earnings of Self or Spouse	116	10.3
Savings	28	2.5
Other	<u>308</u>	<u>27.3</u>
	1,130	100%

It will be seen from the tables that single males under the age of twenty-one form the largest group served. More than half of all recipients had not attained a grade 10 education, probably because their disabilities date from childhood, but interestingly the majority, 76.5 per cent, appear to play relatively active roles outside hospitals and sheltered workshops.

Only 25 per cent of the participants receive maintenance allowances under the program. The others are supported by a variety of sources, 45 per cent of them being outside of public programs.

TABLE 4.11
Socio-Vocational Roles
All Recipients

	<u>No.</u>	<u>Percent</u>
Trainees and Students	154	13.0
Unemployed	388	32.6
Employed	179	15.0
Housewives	190	15.9
Partial or Sheltered Employment	42	3.5
In Hospital etc.	239	20.0
Other	-	-
	<hr/> 1,192*	<hr/> 100.0%

Source: Department of Social and Family Services, Annual Report, 1970

* This figure includes 62 who received no vocational training.

Trainees are referred to the program from a variety of sources, the largest being private health and welfare agencies (45.8 per cent). Canada Manpower Centres are the source of a relatively small number (9.2 per cent) - although they are reported to be helpful in the job placement of those who complete their programs.

Perhaps the most notable characteristic of the program, aside from the completeness and individualized nature of the services provided, is the breadth of its contact with the disabled in the Ontario community.

1.3. Results

The Vocational Rehabilitation Branch program is reputed to be quite successful in its mission. Data on post-program performance of participants supports this view, although because this data includes individuals who received medical help but no retraining, the figures may be distorted.

In 1969-70, 68.9 per cent of those entering the program were reported to have been rehabilitated. Of the remainder, 44.6 per cent were reported as being "too severely disabled for employment," 45.9 per cent as having left the province, died or been imprisoned and 8 per cent as lacking the necessary motivation.

Of those successfully rehabilitated, 44.2 per cent were between the ages of 21 and 30, while only 20 per cent were under 21, as compared to the number in this age group who entered (52.0 per cent of total entrants). Although males comprised 70 per cent of those accepted into the program, they represented only 61.7 per cent of those rehabilitated. Table 4.12 shows the occupational distribution of those rehabilitated.

TABLE 4.12
Occupations after Rehabilitation
1969-70

Professional and Managerial	5.9%
Sales and Clerical	21.5%
Service Occupations	7.9%
Sheltered Workshops	7.5%
Agriculture, Fishery, Forestry and Semi-Skilled	10.6%
Housewives	14.6%
Skilled Occupations	5.8%
Unskilled	26.2%
	<hr/>
	100.0%

1.4. Problems

Although many rehabilitation trainees are supported by other sources, those requiring financial assistance may not be receiving adequate training allowances. The allowances paid are lower than those offered under other programs, and while the federal government has increased its rates of payment, the province has not changed those established under the Act. The federal government, however, only pays for "days attended," which in the case of the disabled may be disproportionately severe because of their health problems.

Cognizant authorities feel that the program may be too restrictive in respect of the needs of the disabled person's family. Only the disabled individual can be served under the program.

If he cannot be rehabilitated his spouse or other member of the family must seek help elsewhere. Many feel the program should be broadened to treat such cases by opening the service to the "family unit."

A further problem arises in respect of the private agencies which are reported to be extremely helpful and creative in vocational rehabilitation. Most of these agencies suffer from a deficiency of financial support which limits their contribution. Perhaps government grants or other aid are required.

The agency indicates that the Canada Manpower Centres are not referring as many people for rehabilitation as they might. This supports the community college view that many Institutional Retraining registrants require social rather than vocational rehabilitation.

Paradoxically, the agency also indicated that its capacity would be over-taxed by additional registrants. Apparently the capacity is limited by budgeting restrictions on the hiring of additional counsellors. There seem not to be similar restrictions on funds for the purchase of retraining, but counselling, it is said, is the key to successful rehabilitation, with retraining being only a supplementary tool.

1.5. Anticipated Changes

At the time of writing, an appeal was before the Treasury Board to reverse an earlier decision not to raise the training allowances paid vocational rehabilitation trainees. The hope is that the rate will be made equal to that paid by federal-sponsored programs.

2.0. Vocational Rehabilitation Department (Workmen's Compensation Compensation Board)

This program is a natural offshoot of the other services provided by this agency. It provides vocational and social counselling services, assistance in selective job placement, vocational appraisal, and retraining in a new trade or skill for workers who have been disabled in on-the-job accidents.

2.1. Program

In 1970, 736 workmen were enrolled in the program in the
³⁸
 five different retraining activities.

Training on-the-job	185
Technical Institutes and Schools	252
Educational upgrading	195
Business/clerical	60
Post-Secondary Education	<u>44</u>
	736

Training is provided through purchase arrangements with a variety of agencies and institutions, including COSTI, the community
³⁹
 colleges, Ryerson Polytechnical Institute, private schools, ⁴⁰ eleven universities, voluntary vocational rehabilitation agencies, and employers (of whom 120 participated during 1970). As in the case of the SFS rehabilitation program, selection of training courses is done on an individual basis by counsellors.

38 Source: Workmen's Compensation Board

39 General Welding School, Terry Technical School, Electronic Computer Programming Institute, Shaw Business School, Bar Training School, and Toronto Banker School.

40 Including Jewish Vocational Services, Ottawa Neighbourhood Services etc.

2.2. Eligibility for the Program

Any workman who has been treated by the WCB (and is eligible for benefits under the Workmen's Compensation Act), and is judged by the Board's medical officers to be likely to require a change of employment is eligible for the program. Persons so judged are referred to a Rehabilitation Officer who works closely with the individual using aptitude tests, and other evaluation devices, to select appropriate job opportunities and identify suitable preparatory training programs. As in the SFS program the individual can appeal decisions with which he does not agree.

2.3. Results

During 1970, 209 persons entered vocational evaluation. Of these 79.4 per cent were considered employable and proceeded on to selective placement or training. In that same year 495 participants completed training. At December 31, 45.9 per cent of these graduates were employed, 31.7 per cent receiving additional training, and 17.45 per cent had employment pending. Only 5 per cent remained unemployed.

It is reported that 89 per cent of all those receiving WCB benefits of all kinds have been successfully rehabilitated. Perhaps equally important, the weekly earnings of those rehabilitated are reported to be only slightly less on the average than they were before rehabilitation (\$109.08 a week, compared to \$117.12 a week).

2.4. Problems

No specific problems were reported during the research.

2.5. Anticipated Changes

No changes are anticipated at this time.

E. Adult Day School (Metropolitan Toronto Department of Social Services)

In October 1969, the Metropolitan Toronto Department of Social Services established an Adult Day School designed to "provide training to welfare recipients who cannot learn in the normally structured educational or vocational system."

1.1. Program

The program operates loosely under the Canada Assistance Act, with funding (\$100 thousand in 1970) divided among the three levels of government (federal 50 per cent, provincial 30 per cent and municipal 20 per cent). It consists of several integrated services, including extensive testing and counselling of applicants, and instruction in mathematics, spelling, reading, English, geography, and social science. Graduates receive a regular grade 8 certificate.

Instruction is carried out in a special school environment by five qualified teachers supplied by the Toronto Board of Education. The teachers are selected in a large part for their ability to "fit-in" with the students in terms of life styles and attitudes. A good deal of time and effort is spent in helping the student to adjust to, and become familiar with, the school, as well as upon avoiding the negative (to these students) impact of the characteristics of the "normal" school system. Once the trainee has become familiar with the school, he is given books and other materials which he uses to help him discover his own level of competence in school subjects. He then is given the Adult Basic Learning Examination (ABLE) to assist him and the instructor to prescribe the program best suited to his unique needs.

Instruction involves reading and open group discussions, along with many extra-curricular activities and a variety of other techniques to help participants improve their abilities and performances. For example, a student who has trouble expressing himself may be chosen as master of ceremonies for some special activity, as a means of helping him to overcome his deficiency and/or lack of confidence. Aside from studying academic subjects, students engage in learning "life skills" such as sewing, cooking, French, etc., most of which are taught by volunteer assistants.

There are no time limits placed on participation but for the most part, trainees spend less than 12 months in the program.

1.2. Eligibility for Program

The main target for the program is the welfare recipient but it is aimed broadly at the disadvantaged person referred by welfare offices, public health nurses and others, and increasingly by word-of-mouth advertising by the students themselves. In general, those who apply are young school drop-outs, deserted wives, and older men (principally habitual welfare recipients). As a consequence of the school's recruiting methods, those enrolled generally are of relatively low educational achievement, as is shown in Table 4.13. Students would not qualify for assistance under the Adult Occupational Training Act - mainly because they lack even a year of steady employment, much less than three years required under the Act.

1.3. Results

While available data is shown in Table 4.14 it is rather early to accurately assess the results of the program. Some graduates have

been placed in jobs, and others have gained admission to further vocational training at George Brown College, which although it normally requires a grade 10 standing for admission, has made exceptions for graduates of the school.

Other jurisdictions are watching the program with great interest and the North York School Board appears interested in establishing a similar operation. The School itself is not yet satisfied with the results - especially the relatively high failure rate. In addition to changing the instructional program to remedy this condition, the School is reorganizing the schedule and expanding its services. Beginning in September 1971, students will attend school in the morning and work at part-time jobs in the afternoon. The school will help arrange the jobs.

In addition to the hoped for improvement in graduate rates, the school expects that this change will qualify it for full coverage under the Canada Assistance Act.

1.4. Problems

The main problem currently facing the school is the rate of course failure. It is expected that the revised schedule, part-time jobs, and Canada Assistance Act support will improve this condition. However, it seems clear from other similar programs that there is no simple solution to this sort of problem. Ingenuity and creativity are likely to be required in all aspects of the program to make any improvement in the results.

Another problem lies in the difficulty of quickly placing graduates in jobs under the proper environmental condition. The Canada Manpower Centres do not provide any special assistance to graduates but rather treat them in the same way as they do other applicants. The result is that the graduates quickly lose the self-confidence and determination they may have acquired and revert to old behaviour in the face of a world which seems unacceptive of them.

A similar experience has been noted in the United States manpower programs. The disadvantaged appreciate receiving training, jobs and money, but drop out of the programs when they fail to gain the social acceptance they seek.

TABLE 4.13Student Educational History

(As at January, 1971)

Opportunity Classes	8
Provincial Rehabilitation	15
Public School Drop Out (health)	1
Public School (Toronto)	16
Parochial Schools (Toronto)	8
Public Schools (Ontario)	13
Parochial Schools (Ontario)	2
Public Schools (Canada)	26
(Maritimes)	24
(Quebec)	2
Parochial Schools (Canada)	7
Vocational Schools	17
Adult Upgrading	4
School outside Canada	34
Never in School	6
Unknown	26

Source: Adult Day Class Survey, conducted in January, 1971

TABLE 4.14

Results

(As at January, 1971)

Presently on register	76
Registered but never attended	2
Attended/Did not graduate	59
Graduated June 1970	<u>13</u>
	150

Graduated and

- in training course	3
- waiting for training opening	4
- not yet accepted for training	2
- in a course/dropped out	1
- presently working	2
- situation unknown	<u>1</u>
	13

Source - Adult Day Class Survey conducted in January, 1971.

F. Department of Indian Affairs and Northern Development Program

The Department of Indian Affairs and Northern Development, through the Adult Education Service of its Education Branch, enrolls Indian peoples in various training programs operated by other agencies.

1.1. Program

The Department's program which is administered through eight District Offices in Ontario, involves the recruiting, selection and placement in training of adult Indians. Indians often qualify for free tuition and other benefits under various retraining programs. Where they do not, the Department sponsors them through payment of tuition fees and provision of maintenance allowances and other benefits. In 1970-71 some \$184 thousand was expended for various education services offered in the province including:

Adult Basic Education and Upgrading	\$43,620
Social Education and Other Services	\$120,400
Library Services	<u>\$20,005</u>
Total	\$184,000

1.2. Results

No data is available on trainee characteristics or on program results, which may be symptomatic of a lack of concern for what is often referred to as "the Indian problem."

41 Source: Department of Indian Affairs and Northern Development.

G. Social Rehabilitation Program

The Department of Correctional Services, under the Correctional Services Act of 1968, attempts to assist in the rehabilitation of inmates of correctional institutions to the normal social setting through counselling, and social, academic, and vocational training.

1.1. Program

The Department's rehabilitation training takes place in its Adult Training Centres, in Correctional Institutions themselves, and through the Temporary Absence Program (TAP), in the regular school system. Each of the three is described separately below.

(a) Adult Training Centre

The five Adult Training Centres (See Table 4.15) accommodate young adults between the ages of 16 and 24. Students spend half-days in academic classes and half in vocational training classes. Academic classes extend over the regular educational curricula up to Grade 10 or 11, depending upon the centre, with further education available through the Department of Education's regular correspondence program.

Vocational training covers a wide range of trades as will be seen in Table 4.16.

TABLE 4.15Trainee Enrolment

<u>Adult Training Centre</u>	<u>Training Capacity</u>	<u>Trainees, Enrolled March 31, 1970</u>
Brampton	200	125
Burtch	60	53
Monteith	60	50
Rideau	60	39
Thunder Bay	60	41
Total	440	308

Source: Department of Correctional Services

Instruction is provided by instructors employed at the centres, or by instructors from the Ontario Department of Labour.

TABLE 4.16Vocational Trade Training

Includes Adult Training Centre and Correctional Centre Programs

Barbering	Brampton
Bricklaying	Brampton, Burtch
	Burwash, Guelph
Carpentry	Brampton, Burtch, Guelph
	Thunder Bay
Construction	Brampton
Cooking	Brampton
Electrical Work	Brampton, Thunder Bay
Engraving	Brampton, Burwash
Machine Shop	Brampton, Burwash
Meat Processing	Guelph
Motor Mechanics	Brampton, Guelph
Painting & Decorating	Brampton, Guelph
Plumbing	Guelph
Radio	Brampton
Sheetmetal	Burtch, Burwash, Guelph
Small Motors	Brampton
Stationary Engineering	Brampton, Burtch, Rideau
Upholstering	Guelph
Welding	Brampton, Thunder Bay
Woodworking	Burtch

Source: Department of Correctional Services, The Ontario Plan in Corrections

(b) Correctional Centres

Training similar to that offered in the Adult Training Centres is provided within the Correctional Centres themselves for adults over 24 years of age, many of whom are recidivists, serving medium-to-long term sentences. Classroom training is augmented by on-the-job experience in the Department's many workshops which produce items for use by Correctional Services' and other government Departments.

(c) Temporary Absence Program (TAP)

Under the Temporary Absence Program, selected inmates are released on a day-to-day basis to attend nearby secondary schools, community colleges or universities, to participate in manpower retraining programs, or to work in industry.

No detailed information is available on this program although it was indicated that the Department is pleased with it.

1.2. Results

No data are available as to the results of the training programs in terms either of inmate academic or trade skill achievement or of post-release job and life experience. However, Department officials seem generally satisfied that the programs are playing a worthwhile and necessary role in the rehabilitation of inmates of correctional institutions.

H. Farm Management Courses

The Ontario Department of Agriculture and Food has instituted a relatively aggressive program of "educational meetings," "workshops," and "in-depth" courses aimed at updating and upgrading farmer's operating skills.

1.1. Program

Eleven courses dealing with a variety of "farm management" topics are available in course, workshop, and meeting format, under the leadership of "trained agriculturists." They fall mainly into four categories:

1. Financial management
2. Livestock management
3. Soils and crop management
4. General

Participation in the courses is not restricted, although courses will be held only where 15-30 local residents request a session. Sometimes a small charge is made to cover costs, but development expenses and the costs of instruction are absorbed by the Department as part of normal operating expenditures. Approximately \$1 million was spent in 1970-71. Participation in these courses in 1970-71 is shown in Table 4.17.

TABLE 4.17

Course Statistics - 1970 Fiscal Year

<u>Type of Course</u>	<u>Number Held in Province</u>	<u>Persons Attending</u>
Farm Management -		
Less than three sessions	1,344	111,842
Farm Management -		
More than three sessions	185	18,597
Engineering Schools		
for Farmers	43	1,167
Engineering Schools		
for Contractors	21	702

Source: Department of Agriculture

1.2. Results

Aside from a report that 85 per cent of those writing the examinations required in some courses had passed them successfully, little is available in the way of data on program results. Because the courses involve relatively little direct expense, it is likely that there is little interest in the assessment of results beyond observing course popularity. However, it would seem desirable to establish some means of evaluating effectiveness and efficiency of the programs as a basis for decisions in respect of what has become a major activity.

1.3. Problems

Few problems have appeared in this program, possibly because little evaluation of results has been carried out. There does, however, seem to be a growing danger of duplication within the system. Fanshaw College, for example, has been criticised for attempting to duplicate courses offered by the Department of Agriculture. Since no single central agency has the responsibility to be aware of what is going on within the training system, more such duplications may occur in the future.

I. Other Government Retraining Programs

A number of other government adult training programs were noted during the study, and are discussed briefly here.

(a) Department of Health

The Department of Health conducts three adult training programs:

(i) Registered Nurse Assistant program.

This program prepares nursing assistants for certain duties within hospitals. The departmental program is now being phased out and turned over to the community colleges.

(ii) Child Care Workers Training program.

A program preparing counsellors, etc. for day care duties. This program has also been phased out and assumed by the CAAT's.

(iii) Mental Retardation Certificate Course.

This two year program develops counsellors in the areas of behaviour and learning. The program is conducted by both the Department of Health and the community colleges with total trainees enrolled numbering approximately 500.

(b) Department of Lands and Forests

The Ontario Department of Lands and Forests up until 1968 conducted a one year technical diploma course in forestry. The course is now being taught by the community colleges and the Department draws from the program's graduates. Interestingly, the course is now a two year program.

(c) The Provincial Secretary & Citizenship

This Department operates two types of Program:

(i) Second Language Teaching Techniques.

This program is a five week course held during the summer for teachers responsible for teaching immigrant children and adults. The program is conducted in conjunction with the Department of Education. Approximately 150 teachers are enrolled each year.

(ii) Immigrant Doctor Program.

Immigrant doctors unable to communicate in English are taught the rudiments and medical terminology. The program is operated once a year, and seats are purchased by the Department of Manpower and Immigration. Approximately 25 doctors completed this three month program and went on to begin their internship last year.

J. Private Retraining Programs

No examination of manpower retraining would be complete without at least some mention of the staff training and development activities which are carried on within private and public organizations. Such activities are commonplace today, although they are not always clearly identified nor designed and executed as such. As a result, few reliable data are available on which to base any comprehensive description of this important form of retraining, which includes the conduct "in-house" of conferences, seminars, and courses, the subsidization of individual enrolments in publicly operated educational upgrading courses, and both formal and informal on-the-job training.

A great many organizations today have some sort of tuition reimbursement program available for employees, as encouragement for them to pursue learning. Generally, these programs provide for reimbursement of from 50 to 100 per cent of tuition fees paid upon successful completion of some accredited course. In some cases the employee must also provide evidence of attendance as well, in the form of some sort of certification by the school or instructor. Often, eligibility for such support is determined individually and on the basis of substantiation by the employee's supervisor, the department head and a personnel manager that the course will contribute to the individual's performance on the job. For the most part, the support is given to "comers," those management believes have potential for advancement, but in some cases it seems to be held out as a reward of some sort.

On-the-job training is more difficult to describe, ranging as it does across a wide spectrum of methods and purposes. In some cases it involves intensive instruction, guidance and testing prior to actual assignment to work. In others, it involves simply learning-by-doing, with a supervisor or "buddy" (a fellow worker) showing the trainee "the ropes." In still others, it may involve elaborate computer controlled instruction in which the individual practices skills in a laboratory environment before working on the real thing.

The most predominant on-the-job training method seems to be the learn-by-doing technique under which, for example, a salesman plies his trade for periods of up to a year, during which time he is designated as a "trainee." Books, assignments in which he watches an experienced employee and, occasionally, short training sessions in which he watches films or demonstrations, etc., often form part of the training. Sometimes, but not often, such on-the-job training is described in some sort of training manual which specifies what the trainee will be doing, or to what division he will be attached. Seldom are behavioural goals specified or measured, presumably because managements are content that what the trainee does is "good experience" and will have some beneficial result.

In a number of instances, on-the-job training is, in reality, a screening device through which management extends the recruiting process beyond the interview and testing phase. While "in training," the individual is under observation to determine whether or not he will be an acceptable performer. The training follows some prescribed pattern rather than being individualized as required.

In-house courses and seminars abound today. One government department in Ontario conducted 153 courses (generally of about one week's duration each) for 8,211 employees in 1969-70. A major national company provided a minimum of five days of training for more than one-half of its 18,000 employees in Ontario last year. Another provincial organization estimates that every member of its staff receives some kind of retraining once every five years.

Much of the training "in-house" is provided by staff development personnel employed by the organizations. They may draw on outside resources such as consultants, professors, universities etc., but often are actively engaged in devising and conducting courses themselves. At present some 250 trainers, including some consultants, are registered members of the Ontario Society for Training and Development, a non-licensing professional group. This represents only a part of the total number of "trainers" in the province.

The magnitude of the training available is represented by the number of courses and seminars offered to private firms and governmental agencies. Over 440 short courses in various subjects were listed in a new publication, *Canadian Courses and Seminars*, as being offered in Ontario between September 1970 and March 1971⁴². Many more are offered but as yet are not listed in this medium.

The public seminar or course is a popular medium among the professions where the smaller practitioner has no ready access to "in-house" courses. Many professional groups conduct continuing education

42 Cornmarket Press (Canada) Limited, 1970

programs aimed largely at upgrading and updating the members. Interestingly, the non-professional associations tend to dabble in this sort of activity, but take it far less seriously, and pursue it far more inconsistently than do the professional institutes. The reasons seem to be more economic than intellectual.

The results of these kinds of programs are impossible to determine. They continue, so someone must believe they are beneficial. However, most organizations tend to reduce training activities in times of financial constraint. It seems that "in-house" training is largely something that is "nice to do" rather than something that is necessary on a continuing basis. The experience of one consulting ⁴³ firm is that managements' reason for holding some sort of course or seminar is, quite often, that they "haven't had one for a while and think it's about time." In many such cases the purposes are not defined, content reflects "feelings" rather than "needs," and method represents popular expectation rather than a grasp of the learning process.

Training "in-house" can be extremely beneficial in both the satisfaction of employee need (for recognition and self-fulfillment), and in the attainment of performance goals. It may be several types:

- (1) initial training to orient the new employee to his role and to equip him with the special skills required.

- (2) horizontal training aimed at equipping the employee to work effectively in more than one job at the same level.
- (3) vertical training designed to prepare the individual to move upward in his role in the organizations.
- (4) remedial training aimed at correcting deficiencies in performance of the present tasks.
- (5) retraining directed to providing the new skills required because of changes in the tasks.

Whatever its focus, the purpose of training should be to close the gap between the actual (or entry) level of behaviour or performance and the desired (or terminal) level. The gap exists for any or all of several reasons:

- (a) a deficiency in the individual's capacity to perform, which depends on such things as physical and mental characteristics
- (b) a deficiency in the individual's intellectual, interpersonal or manipulative skills
- (c) a deficiency in the individual's knowledge
- (d) a lack of appropriate attitudes, interests and values
- (e) the characteristics of the operating environment which may discourage high performance or appropriate behaviour.

In order to close this gap effectively and efficiently it is important that the trainer define clearly the entry and terminal behaviours, and identify the sources of performance short-fall. To use an example, a low performing salesman does not necessarily improve by being subjected to repeated or additional product demonstrations. His need may be for the sharpening of selling skills, or the adjustment of his attitudes toward customers, the company and his job.

As yet, organizations do not place as much emphasis upon the diagnosing of learning needs and the specification of terminal behaviours as they might. Rather, their focus remains on training content and, increasingly, on training method - the use of video tape recorders, programmed instruction books, etc., without real regard for training need. The glamour of new ideas and concepts, and of educational technology continues to overshadow concern for real learning needs and problems, which vary markedly from one individual to another.

In trade and technical areas the tendency in training is to endeavour to match learning opportunity to job opportunity. Thus when a new machine is installed, the operator of the old machine usually is trained in its use. When a new product is introduced the salesman is "taught" about it. It is unfortunate that this approach has not been expanded as it might to provide "a career-based" development plan tailored to individual and organizational needs. Part of the reason, of course, is that relatively few organizations have developed either detailed manpower inventories or specific

manpower needs forecasts. Without such information, "career" is most difficult to define.

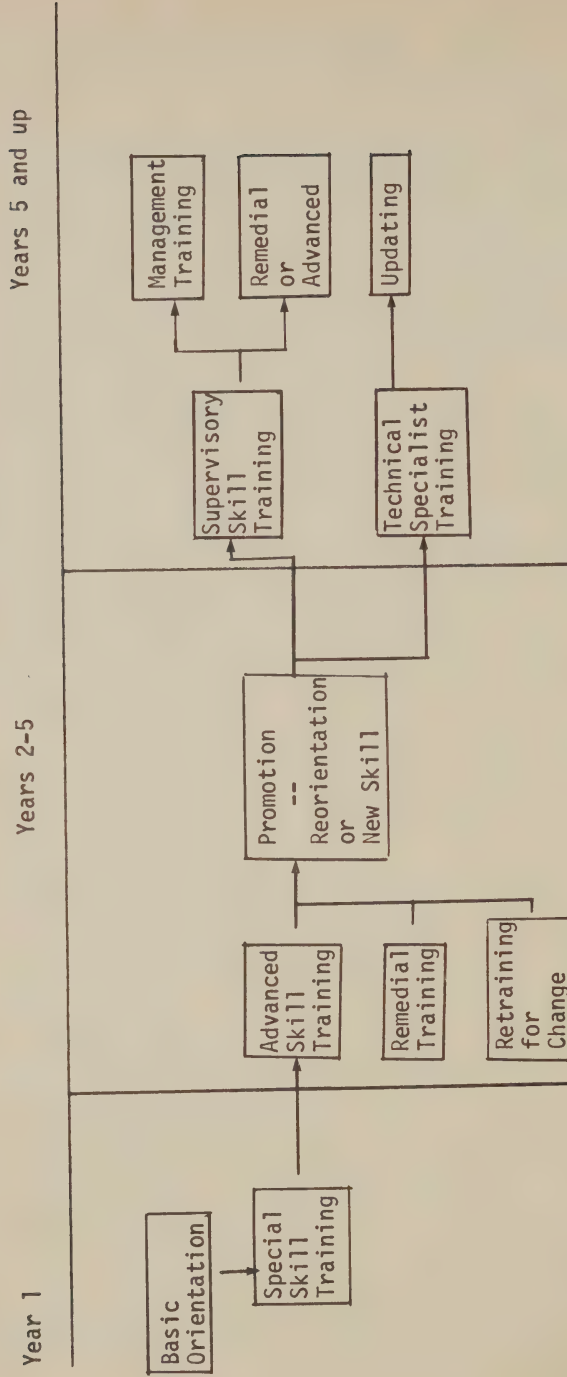
A very few organizations have implemented more or less rational "career-based" staff development plans, the model of which is outlined in Exhibit 4.1.

Such a plan ties special training courses and seminars to both technological and procedural change (things external to the individual), and to change in the individual and his functions as he proceeds through his career. To be effective it requires a developmental, helping posture throughout the line organization. Through such a posture, line management becomes attentive to the needs of individuals as they relate to the needs of the organization. Performance appraisals become a vehicle for clarifying with the individual the performance and behaviour expectation of his superiors, the areas of deficiency and the areas in which training might be helpful. Furthermore, job experiences and particularly problems are turned into learning opportunities rather than being left simply as disappointing incidents.

With such a plan and managerial posture, formal training experiences can be arranged to fit specific needs. In some organizations this tailoring is today beginning to include the provision of effective instructional modules to line supervisors for use as specific needs become evident in an employee. Development costs are high, however, and it is likely, therefore, that expansion in this area will be slow. Furthermore, a good amount of skill is needed by a supervisor to be able to accurately assess individual needs and attitudes, and to be able to prescribe proper corrective action. This is an aspect of

EXHIBIT 4.1

The Career-Based Development Plan



supervision which receives little practical attention, and which is often overshadowed by the pressures of other duties. Another sort of problem plagues the private organization, as it does the public school system. Facilities and equipment for training are expensive, as is the cost of developing effective learning materials (which experience indicates can be as low as \$1,000 and as high as \$5,000 per course hour).⁴⁴ Once an organization builds a "school," or buys \$25,000 worth of video-tape equipment, or has a course in "salesmanship" developed, it tends to seek maximum utilization of it. Enrolment of trainees, and thus the use of facilities, equipment and materials, becomes a "numbers" game based on dollars per trainee, or some other visible measure which may bear little or no relationship to results. Managers are expected to send people to courses and respond by sending them - whether they need it or not.

Similarly, once a company purchases a slide-tape projector the training department seems to feel compelled to force more and more training into the particular medium without regard for its suitability. Or once it has prepared a film, or purchased programmed instruction booklets,⁴⁵ the department seems to feel "everyone" should use them.

This condition leads undoubtedly to waste and ineffectiveness, and may be one of the major reasons that many employees and managers

44 Thus a 12 hour course of instruction might cost between \$12,000 and \$60,000 to develop, if learning effectiveness parameters are seriously considered.

45 This situation seems analogous to the Department of Education being criticized for continuing to "use" the CAAT's to supply retraining programs while privately operated schools, able to offer the same programs, perhaps more efficiently, are being ignored.

are increasingly disenchanted with training, despite their recognition that learning is an essential and continuing condition of life today. What may be required is some means of making more widely accessible the effective training endeavours of individual organizations. This has already been accomplished in part through one or two private organizations and to a small degree through a committee of departmental trainers in the Ontario government. More remains to be done as costs continue to rise.

This is not to suggest that government intervene in private activities. It might, however, foster greater interchange among private organizations and between them and government as a means both of upgrading publicly operated programs, and of determining more precisely the real needs for training of both the employed and the unemployed. On the other hand, it might also examine regular company training methods as a basis for approving financial support for special programs as under TII and TIBI, especially to encourage better all-round training for employees.

CHAPTER V - MANPOWER RETRAINING REQUIREMENTS

"Who cares about jurisdiction when there is so much to be done?"

On the surface there does indeed appear to be "much to be done." Only 200 of some 56,000 Toronto welfare recipients are enrolled in rehabilitation courses in the Adult Day School. Less than half of the province's 195,000 unemployed are registered in retraining programs. A mere 57,000 out of 3 million employed workers are touched by government sponsored retraining efforts.

It must be asked, however, whether these statistical descriptions of market penetration are valid indices of retraining shortfall, and thus of the needs for retraining. Do rising unemployment and growing welfare rolls indicate that more retraining is required? Are industry requests for training assistance, or former participation in seminars indices of a need as yet unfulfilled? Do forecasts of labour demand or statements of occupational shortages signify real needs for manpower retraining? Is success in job placement of the retraining graduate an index that retraining is the answer to rehabilitation of the disabled, disadvantaged, and unemployed?

These questions are not easily answered. It is assumed, and there is some evidence to support the assumption, that increased educational and vocational skill achievement do contribute to increased opportunity for gainful occupation. But the specific nature of the relationship remains largely unclear.

In examining the requirements for retraining in Ontario, therefore, it has been necessary to assess first the methods presently used to determine the needs upon which the various programs are based. To this has been added some discussion of other evidence of need and of other approaches to requirements definition.

1.0. Present Methods of Defining Requirements

Implicit in the initiation of all government sponsored retraining programs is the assumption that in this fast-growing, fast-changing society some citizens will become disengaged from normal participation in the community. Some will be disabled mentally, physically, socially or economically. Others will, quite simply, fall victim of technological advance and the vagaries of economics in an essentially free-enterprise market-place. Society, it is felt, must be cognizant of these results of the weaknesses of its processes, and must assume some responsibility for the rehabilitation of its fallen comrades.

There is too, an assumption that the process of spurring healthy social and economic growth requires a mechanism by which normal development of individual capabilities (the school system) can be supplemented to meet rapidly changing demands for manpower.

To these ends have evolved three somewhat different kinds of programs, designed to:

- (1) Upgrade the production of, and reduce the likelihood of
disemployment of the employed worker.
- (2) Rehabilitate to gainful occupation the disabled and
disadvantaged.
- (3) Return to employment those who have become unemployed
and are actively seeking employment.

Each is examined separately below.

1.1. Maintaining Gainful Occupation

In this group are such programs as Training-in-Industry, Training in Business and Industry, the Management Development Program, and the Farm Management Program. Each of these, in one way or another, supplements retraining activities undertaken by individuals and firms on their own, and at their own expense.

The identification of the need for these programs rests largely with the employer, the employee or the self-employed individual. In the case of MDP, Farm Management Program and parts of the TIBI and TII programs the trainee, employer, or sponsor (e.g. an association etc.) select from a "laundry list" of available courses or course modules. In the case of the main portion of TII, and a smaller part of TIBI, the "buyer" specifies, or may be helped to specify what sorts of training he wishes to have.

To be sure, representatives of provincial agencies "promote" courses and seminars under their programs through direct contact with industry and associations. But the final determination of retraining

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effort rests with the individual and his organization. If it is assumed that the individual or organization is qualified to determine his or its specific needs, then the programs are likely to provide a viable mechanism for the satisfaction of retraining needs. Furthermore, if it is assumed that the programs prompt the initiation of needed retraining when none could or would otherwise be undertaken, then they are likely to fill an important catalytic role.

In essence, then, the determination of manpower retraining requirements is based upon the "marketability" of the courses and services offered. If farmers enrol in Farm Management Courses, or industrial employees in sales management seminars, it is assumed that there is a requirement for such training. If a firm requests help with the initiation of a TIBI or TII program, it is assumed that there is a need for such training.

The problem, however, is that training needs are quite difficult to identify, objectives hard to define, and results difficult to measure. Decisions to train are based, however loosely, upon some sort of assessment of costs versus benefits. To the extent that government sponsored courses or funding reduce the cost element, decisions are likely to be increasingly favourable toward training. They may also become more marginal, and are almost certain not to be arrived at through any more rigorous analysis than that imposed where supplementary funds are not available.

1.2. Rehabilitation

These programs include those operated by the Workmen's Compensation Board, the Department of Social and Family Services, the Metropolitan Toronto Social Services Department, the Department of Indian Affairs and Northern Development and the Department of Correctional Services. Under them, retraining requirements are determined first on the basis of the numbers of individuals who come to the agencies. Each recognizes that more may have to be done, but because the target groups have unique characteristics, self identification seems at present the best course to follow.

Once the individual trainee has identified himself, however, his needs are quite carefully diagnosed, and specific remedies are prescribed and agreed upon with him. In all cases, particular attention is given to the individual's social rehabilitation requirements, rather than solely to his academic deficiencies.

1.3. Re-Employment

The Institutional Retraining program is aimed at those who are unemployed or underemployed and are seeking re-employment. Requirements for this sort of retraining are determined largely by the federal government working through the Canada Manpower Centres. The provincial government participates to some degree in decisions regarding course offerings, and does enrol some students (on a fee-paying basis), but the major force in all decisions is the federal government's assessment of requirements.

The basic determination of retraining requirements is an evaluation of long-term trends in manpower requirements. Using forecasts, such as that shown in Table 5.1, federal authorities judge the general sorts of retraining that should be made available. Analysis to date has resulted in promulgation of a national policy which allocates federal retraining funds: 48 per cent for skill training, 37 per cent for basic educational upgrading, and 15 per cent for language training.

Provincial authorities disagree with both the long term forecasts and the distribution of funds. One provincial forecast of labour trends is shown in Table 5.2, and although others do exist, the disparities between this and federal forecasts are evident. Furthermore, disagreement is evident in the fact that while only 37 per cent of federal funds are allocated to educational upgrading, 90 per cent of provincial funds are so assigned.

The problem, of course, is that there is not as yet any universally accepted forecast, or even means of forecasting labour demand and supply. It is hardly surprising then that various agencies should disagree upon retraining requirements.

Against the broad determinations of retraining need, funds and training days are distributed among the provincial retraining agencies. This is a matter for some negotiation between federal and provincial authorities through the Section 13 Committee. The prime determinant, however, is the assessment by local Canada Manpower Centres of the requirements in their areas.

These assessments are predicated upon CMC counsellor consideration of such things as occupational shortages (see Exhibit 5.1) and the number

and types of unemployed persons registered with them. It is the complaint of provincial officials that the CMC's have not penetrated the labour market sufficiently to be able accurately to gauge the real needs. The CMC's, it is estimated, reach only 8-15 per cent of the unemployed and of the job vacancies. It is claimed further that unless there is a job vacancy reported, or a seeker of training registered, the counsellors consider that no retraining need exists.

These criticisms are supported in part by the incident in which it was reported that a CMC counsellor adamantly denied the existence of a need for training while a representative of industry sat before him crying "I'm the need. I need the trainees." They are further borne out by a study of retraining requirements in the Niagara Peninsula which show CMC estimates of labour demand and retraining need to be inaccurate.⁴⁶

Another basis for questioning the requirement determinations of the CMC's is the apparent unbalance in training allocations for 1971-72. Presumably, the amount of training authorized should bear some relation to the existing unemployment levels in communities. Yet for the current year, 81 training days have been allocated for each unemployed worker in North Bay, while only 29 have been allocated in Toronto.

The Canada Manpower officials have not been blind to their deficiencies. They are today co-operating more closely with provincial agencies (the CAAT's for example) in defining needs. They have too for the first time set out schedules and committed to retraining purchases early enough, and firmly enough to forestall the traditional "on-again, off-again" process of course initiation which has plagued the colleges.

46 Niagara College Employment Survey, 1969-70.

EXHIBIT 5.1

OCCUPATIONAL SHORTAGES

MANPOWER REVIEW VOLUME	MONTH IN WHICH SHORTAGE OCCURRED	STRONG MORE THAN 100	MODERATE 51 - 100	LIGHT 25 - 50
N-Dec. 70				Auto Mechanic Miner Pipe Fitter
Sept. Oct. Vol. 3, #5	Sept. 1970	Insurance Salesman	Maid, General Welder, Arc Auto Mechanic Sewing Machine Req. Equipment	Nurse - General Dut Auto Body Repair Miner Stitcher - Standar Machine Nursemaid Salesman - General Fitter Hair Stylist Waiter, Informal
July-Aug. Vol. 3, #4	July 1970	Insurance Salesman	Company Labourer Secretary	Nurse, General Dut Maid, General Physical Therapist Auto Mechanic Machinist Salesman, General Typist
May-June Vol. 3 #3	May, 1970	Insurance Salesman	Maid, General Company Labourer Secretary	Nurse, General Dut Stenographer Machinist Electronic Mechanic Miner Auto Mechanic Transcribing Machi Operator Salesman, Advertis Fitter Physical Therapist Cook Shipfitter

TABLE 5.1

PROJECTED ONTARIO MANPOWER AND MANPOWER INFLOW REQUIREMENTS BY 1975

('000 Workers)

	PROJECTED MANPOWER REQUIREMENTS		MANPOWER INFLOW REQUIREMENTS *	
	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 1	ALTERNATIVE 2
MANAGERIAL	306.3	305.6	149.3	148.6
PROFESSIONAL AND TECHNICAL	516.5	521.6	329.5	334.6
CLERICAL	575.8	578.2	238.8	286.2
SALES	237.0	238.5	112.3	113.8
SERVICE AND RECREATION	460.8	470.5	253.9	263.6
TRANSPORTATION AND COMMUNICATION	194.6	196.9	92.1	94.4
FARMING	126.4	114.7	- 3.3	-15.0
LOGGING	7.5	6.8	- 1.1	- 1.8
FISHING	0.8	0.7	- 0.6	- 0.7
MINING	21.1	17.8	2.2	- 1.1
CRAFTSMEN	919.0	887.5	458.6	427.1
LABOURERS	118.0	116.3	27.0	25.3
ALL OCCUPATIONS	3483.7	3454.9	1703.6	1674.8

* Change in number of persons required 1961 - 1975

FROM - A PROJECTION OF MANPOWER REQUIREMENTS BY OCCUPATION IN 1975, B. AHAMAD RESEARCH BRANCH, DEPT. OF MANPOWER AND IMMIGRATION.

TABLE 5.2

Ontario Labour Force by Job Family

1971 and 1981

	<u>1971</u>	<u>1981</u>
Tools - Specialized	125,100	141,500
Tools - Non-Specialized	479,700	569,300
Machines - Specialized	61,900	75,000
Machines - Non-Specialized	258,400	301,300
Inspection	114,600	147,500
Vehicle Operation	151,400	193,000
Farm	175,900	185,600
Sales - Knowledge Required	83,000	107,000
Sales - Knowledge Not Required	167,100	204,200
Clerical	522,400	648,200
Personal Service	229,300	296,400
Entertainment	16,100	19,700
Protection	39,600	47,900
Education and Training	95,500	126,700
Health	125,000	157,400
Welfare	17,100	20,900
Administration and Organization	291,400	365,200
Research and Design	62,800	82,400
Total	3,016,300	3,689,200

Source: Trends in Job Families and Educational Achievement of the Ontario Labour Force, Department of Treasury and Economics, 1969, page 37.

Finally, the retraining requirements of the individual are the subject of judgements which are the strict province of the cognizant CMC counsellor. The counsellor, unable to place the applicant in a job, and having determined that he desires retraining and is eligible for retraining benefits, must decide what training to authorize. He may use certain aptitude tests, the results of interviews, and his personal observations, but there is no assurance that he will be consistent with the methods and judgements of other counsellors, even if he is accurate. Furthermore, aptitude tests generally show a bias of one sort or another, either in regard to medium, language, or cultural characteristics. Supposedly objective, they may in fact do great disservice to the individual.⁴⁷ Furthermore, he is constrained in his recommendation of retraining by the availability of courses in the area. He may strive for a "best fit" between trainee and course, but there is no guarantee it will be a precise match, and the trainee has no recourse to appeal - he either "takes it or leaves it."

Representatives of the community colleges indicate that many trainees have been misdirected. In their opinion, many need social skills development and attitudinal adjustment rather than skill training. They suggest also that greater flexibility in basic educational programs would give those needing it a chance to obtain recognized grade level certificates. And they suggest further that many registrants for

47 Evaluation, a study prepared by Sterling Institute Canada Limited for the Commission on Post-Secondary Education, further explores this subject.

skill courses are interested only in obtaining the basic educational prerequisite, dropping out before taking any skill training. If the two were not tied together - that is if BTSD were available without skill training - more "spaces" would be available for those really requiring skill training.

2.0. Other Considerations

As indicated, accurate determination of long-term manpower requirements, and hence of retraining needs, is not yet possible. There are, however, some general conditions which would seem to bear upon the direction of retraining programs.

As will be seen in Table 5.3 the general academic achievement of the Ontario population tends to the lower end of the educational scale. The population is being enriched in this respect, however, by the inflow of individuals educated elsewhere. The quality of the inflow is reported to be increasing,⁴⁸ and the growing enrolment in colleges and universities suggests that the level of achievement of those educated in Ontario is increasing as well.

TABLE 5.3

Educational Achievement of the Ontario
Population
(1965)

<u>Grade Level</u>	<u>Educated in Ontario</u>	<u>Inflow</u>
Elementary or less	2,722,000 (55%)	1,146,000 (42%)
Secondary	1,859,000 (38%)	538,000 (29%)
University	315,000 (7%)	90,000 (29%)

Source: Dominion Bureau of Statistics, Special Labour Force Studies, No. 7, 1968.

48 Manpower Forecasting and Educational Policy, a study prepared for the Commission on Post-Secondary Education in Ontario, 1971, by J. Holland, M. Skolnik, et al.

In Table 5.4 it will be seen that the larger part of the labour force is made up of those with secondary or higher education. It is to be expected that this proportion will continue to increase as employers seek higher and higher qualification, whether because of need or whim. Certainly the academic levels are likely to continue to vary among job families, but an overall upgrading should take place.

In contrast to the general academic achievement of the labour force, it should be noted that in 1965, 65 per cent of those unemployed had less than secondary education. With the upgrading of new entries to the labour force, whether through immigration or further education, it is likely that the unemployed will generally be those who "dropped out" of the school system early.

The inference to be drawn is that if retraining is to serve the purpose of reducing unemployment, it will need to place increased emphasis upon the improvement of basic educational qualifications. Whether or not a Grade 12 certificate is a meaningful index of an individual's ability is irrelevant. If employers continue to reflect a relevancy through specifying such achievement in recruiting, those seeking employment will be at a disadvantage without it.

A second consideration is that so long as there is no "magic" answer to the forecasting of manpower and retraining needs, the co-operative efforts of several agencies will be required to ensure even a close approximation. This means that every agency - Labour, Education, Manpower, etc. - having contact with the labour market should have an input into retraining plans.

TABLE 5.4

Educational Achievement by Job Family, 1961

	<u>Elementary*</u>	<u>Secondary</u>	<u>Universi</u>
Tools - Specialized	51.1%	46.7%	2.2%
Tools - Non-Specialized	53.5%	45.0%	1.5%
Machines - Specialized	50.4%	46.4%	3.2%
Machines - Non-Specialized	53.6%	45.1%	1.3%
Inspection	28.2%	62.8%	9.0%
Vehicle Operation	52.5%	46.2%	1.3%
Farm	59.0%	39.3%	1.7%
Sales - Knowledge Required	22.2%	67.6%	10.1%
Sales - Knowledge Not Required	21.6%	70.3%	8.1%
Clerical	9.4%	82.4%	8.2%
Personal Service	54.0%	44.2%	1.8%
Entertainment	14.6%	58.7%	26.7%
Protection	27.7%	68.6%	3.7%
Education and Training	1.9%	42.1%	56.0%
Health	13.6%	56.8%	29.6%
Welfare	5.2%	30.6%	64.2%
Administration and Organization	16.8%	57.9%	25.3%
Research and Design	3.3%	33.4%	63.3%
Total	35.0%	55.0%	10.0%

* Or less

Source: Trends in Job Families and Educational Achievement of the Ontario Labour Force, p.46

Then too, there is a need for better information exchange among the educators and users. Recently for example, a resident of Toronto undertook educational upgrading (with federal support) in order to qualify for enrolment in the Metropolitan Toronto Police School.⁴⁹ He spent three and a half months obtaining a Grade 10 equivalent certificate, in preparation for completion of Grade 11, only to learn that this would not qualify him for the School. The School's requirements had been raised without the knowledge of other agencies.

This illustrates the indefiniteness of the courses upon which people are launched. They take training in the expectation of employment or further training, but there is no guarantee either that they will be able to complete it (33 per cent drop out) or to achieve their final goal. While data have been collected on the occupational outcomes of trainees it has not been made available to local Canada Manpower Centres, nor has it been released for this study. Such information is desperately required if sound decisions are to be reached in regard to training redirection.

There is a need to consider the best interests of the individual trainee.⁵⁰ The Dingwall Report criticizes manpower retraining for totally ignoring the human element in the equation. It recommends the establishment of review boards to oversee the recruiting/training process. Perhaps it might have added the suggestion that the retraining programs themselves should be restructured to provide the educator with greater opportunity to serve the needs of the individual.

49 As reported in the Toronto Star, August, 1971.

50 Report of the Action Committee on the Ontario Manpower Retraining Program, June, 1969.

Many retraining people claim that they are locked in to teaching specific things rather than having the flexibility to adapt the educational experience to the individual. There is no guaranteed means of assessing an individual's abilities and needs. However, through observation and counselling, the teacher is likely to be able to refine the judgements made during the interviews and tests which precede enrolment. Such tailoring would probably raise the completion rate among trainees, and should result in improved job-seeking and job-holding capability for the trainee. Some of this is beginning to be done through the "systems-design" being carried out on the BTSD programs. Much more is required.

There arises, of course, the question of whether retraining is a right to be guaranteed the individual. It is beyond the scope of this study to answer it, other than to observe that retraining as a form of continuing education seems the only answer to increasing society's responsiveness to change. The basic educational system seems to be too slow in its response to changing needs. For this reason it would seem realistic to liberalize the opportunities for retraining.

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Some authorities suggest that institutional retraining is not effective and recommend greater emphasis upon training in industry. Under such a concept, the trainee would be placed in employment and receive his retraining while at work. Certainly such a problem would remove the uncertainty of employment result which now attaches to the Institutional Retraining program. It would also tend to ensure that the training provided was directed to gainful occupation. The one disadvantage, as has been found in the United States, is that such programs

51 Economic Council of Canada, Eighth Annual Review, 1971.

tend to perpetuate the second-class citizen phenomenon as the trainee seeks to be accepted into the regular work force. However, this might be lessened if academic upgrading were provided in advance of employment for retraining as through the present programs.

Such an approach offers promise, and removes from the public service some of the responsibility for retraining, a function which should be assumed increasingly by industry. It would also force educational institutions to become more conscious of the need for efficiency and effectiveness in training by placing them in competition with private organizations. Some complain that the government is becoming monopolistic in the retraining field, thus hurting private schools. By placing the onus for training on industry it might be possible to create a market in which public and private organizations would compete for the right to serve training needs.

At the same time this approach could bring about more careful analysis and treatment of individual needs since employers would be seeking to develop and retain those recruited, not simply to process them through weeks of classes.

There is a weakness, however, in respect of the capacity of a small business or professional office to undertake such retraining. For the immigrant professional, Canadianization would probably have to continue to be accomplished through recognized professional schools. Such requalification seems deserving of support from retraining funds. The immigrants' presence in the province is a matter of immigration policy. Educational, licensing, and retraining policies should not be expected to restrict immigrant activity, but rather should accept the immigrant as eligible for all services provided other citizens.

CHAPTER VI - ALTERNATIVES

The operating problems in Ontario's present manpower retraining programs have been discussed. The focus of this chapter therefore is upon the major alternatives to what is now a rather fragmented program. Responsibility for vocational or occupational retraining and rehabilitation is spread across several agencies, despite the predominance of the federal government in the funding and general control of the programs.

Two principal alternatives seem to exist. On the one hand, is the possibility that all programs might be centralized under a single authority, such as has been done in Sweden with the Labour Market Board. On the other hand is the possibility that a shift might be made away from institutionalized programs to in-industry programs where industry assumes the greater responsibility for retraining, as is the case in the United Kingdom.

1.0. Centralization

Some inefficiency and conflict result from the present Canadian practice of dividing responsibility for retraining among several levels and agencies of government. The federal government determines the amounts and types of training required to meet manpower needs, and recruits (or approves) the majority of the trainees. The Department of Education determines curricula (within limits) and delivers the training. Similarly, various other provincial and local agencies provide counselling and special rehabilitative services to the disabled and disadvantaged. The result is a disparity of views as to what should be provided, to whom, how, and when.

In Sweden, the Labour Market Board functions as the central agency of funding, planning and delivery. It is comprised of representatives of government, labour and management, and maintains close liaison with the prime educational authority. It has a relatively free hand both as to the funds it allocates and as to the programs and facilities it introduces, and appears to possess the flexibility needed to respond to short-term changes, as well as the position to direct longer-term changes in the basic educational processes.

The policy in Canada has been to honour the traditional prerogatives of the levels and agencies of government. It is unlikely that this will easily be altered. Nor is it necessarily to be expected that a super-authority would be any more capable of efficiently solving the problems faced.

Apparently, some better means of resolving the differences of view and opinion among the agencies is required. This might be achieved by means of some central co-ordinating body representing federal and provincial authorities as well as labour and management. This body might review plans and proposals, especially where severely depressed areas exist, but might also act as a sounding board for policy decisions, course recommendations, and the evaluation of needs and results. It might also serve as a central information agency through which those in need could learn of the alternative sources of help available.

Combined with such an approach might be the granting of more flexibility in training design through removal of present restrictions and placement of responsibility in the hands of the trainer. This might make more possible the design of courses suited to the individual in view of short and long-term training needs.

2.0. Industrial Responsibility

In England, the primary responsibility for vocational updating and retraining lies with industry. A few central agencies serve the training needs of certain groups, but by and large industry looks after its own manpower retraining requirements.

This same approach is also underway in the United States, especially where the disadvantaged are concerned. There the government contracts with companies to hire, train, educate, rehabilitate, and assist the disadvantaged. Under this Job Opportunities in the Business Sector Program (operated jointly by the Manpower Administration and the National Alliance of Businessmen) hard-core disadvantaged persons are referred to co-operating firms who are reimbursed for the extra costs involved in hiring, and training them to an acceptable level of performance.

This program focusses upon the need to provide gainful and meaningful employment in concert with training, education and other rehabilitative services. It has not been as successful yet as was hoped for, but has shown promise. Measures are under consideration for the improvement of the program through more effective treatment of worker need for acceptance into the work group and the work community.

This same general concept is being applied in the Training-in-Industry program, where the emphasis is upon preventing unemployment. Were this program expanded to encourage greater hiring of the unemployed for training, it is possible that a more immediate payoff in terms of reduced unemployment, higher trainee commitment, and greater applicability of skills would result.

Care would have to be taken that such programs made adequate provision for educational upgrading in addition to skill training, perhaps as a prerequisite to on-the-job training, since upgrading appears to contribute to increased stability of employment through preparation of the individual to meet employer educational achievement expectations and to adapt to changing circumstances.

3.0. Conclusions

The tendency in countries such as Sweden and Belgium has been to centralize control of all responsibility for occupational retraining. In the United Kingdom the onus has been placed on employers. And in the United States, as in Canada, the trend has been toward the proliferation of adult occupational rehabilitation programs without much regard for their integration.

Some work is now underway in the United States to rationalize the 20-30 manpower programs in operation. Similar efforts are required in Ontario to reach a better balance among the kinds of retraining provided, and to ensure that the programs contribute to both the social and economic needs of the province.

APPENDIX I

Approved Training Institutions

for

Institutional Training

1

TRAINING INSTITUTIONS - PUBLIC

<u>Location</u>	<u>Name of Institution</u>
Barrie	Georgian College Continuing Education Centre
Belleville	Adult Ed Centre Belleville
Brampton	Sheridan College of AAT Milton
Brantford	Mohawk College AAT Braneida Campus
Brockville	Thousand Islands Secondary School Brockville
Carlton Place	Adult Education Centre Carlton Place
Collingwood	Collingwood District High School Board Collingwood
Cornwall (Alexandria)	Glengarry District High School Alexandria
Cornwall	Cornwall Adult Vocational Training Centre Cornwall
Elliot Lake	Elliot Lake Centre for Continuing Education Elliot Lake
Fort Frances	Fort Frances High and Vocational School Fort Frances
Fort William	Quetico Conference and Training Centre Atikokan
Galt	Collegiate Institute and Vocational School Galt
Guelph	Adult Education Centre Division of Conestoga College of AAT
Hamilton	Adult Education Centre 220 Dundurn Street South, Hamilton
Hawkesbury	Hawkesbury District High School Hawkesbury
Kenora	Beaver Brae Secondary School Kenora

<u>Location</u>	<u>Name of Institution</u>
Kingston	St. Lawrence College of AAT Kingston
Kitchener	Kitchener Waterloo Adult Education Centre Waterloo
Lindsay	Lindsay Collegiate & Vocational Institute
London	Adult Education Centre 297 Adelaide Street South, London
Midland	Georgian College of AAT Penetanguishene
Napanee	Napanee District Secondary School
Niagara Falls	Niagara Falls Stanford College Vocational Institute Niagara Falls
Oakville	Sheridan College of AAT Oakville
Orillia	Centre for Continuing Education Georgian College 135 West St. North
Oshawa	Manpower Retraining Division Durham College of AAT
Ottawa	Algonquin College Retraining Centre 1644 Bank Street, Ottawa.
Owen Sound	Georgian College Owen Sound
Parry Sound	Georgian College of AAT
Pembroke	Champlain Secondary School Pembroke
Perth	Algonquin College Retraining Centre Lanark
Peterborough	Sir Sanford Fleming College Retraining Division Peterborough
Port Arthur	Adult Education Centre Port Arthur
Sarnia	St Clair Secondary School Sarnia
Sault Ste Marie	Mr. G. A. Dobbin, 550 Queen Street West
Smith Falls	Smith Falls Collegiate Institute

LocationName of Institution

St. Catharines	Niagara College of AAT St. Catharines
St. Thomas	Arthur Voaded Secondary School St. Thomas
Stratford	Stratford Northwestern Secondary School Stratford
Sudbury	Adult Counselling Service Sudbury
Sudbury	Lakeview Elementary School West Bay
Sudbury	St. Ignatius School Wekwemikong
Timmins	Mr. G. G. Varteniuk, 59 Third Avenue Timmins
Toronto	The George Brown College of AAT Toronto
Toronto	Centennial College of AAT Toronto
Toronto	The Humber College of AAT Etobicoke
Toronto	Seneca Applied Arts and Technology East Toronto
Toronto	Sheridan College of AAT Toronto
Welland	Niagara College of AAT Woodlawn Road
Windsor	Adult Education Centre Windsor

APPRENTICESHIP COURSES

Belleville	Loyalist College of AAT Belleville
Cornwall	St. Lawrence College of AAT Cornwall
Hamilton	Mohawk College of AAT Hamilton
Kingston	St. Lawrence College of AAT Kingston
Kitchener	Conestoga College of AAT Kitchener
Guelph	Adult Education Centre Division of Conestoga College of AAT Guelph

<u>Location</u>	<u>Name of Institution</u>
London	Fanshawe College of AAT London
Ottawa	Algonquin College 1385 Woodruff Avenue Ottawa
Peterborough	Sir Sandford Fleming College of AAT Peterborough
Sault Ste Marie	Cambrian College of AAT Sault Ste Marie
Toronto	The George Brown College of AAT Toronto
Toronto	Centennial College of AAT Toronto
Toronto	The Humber College of AAT Etobicoke
Windsor	St. Clair College AAT Windsor

Source: Department of Manpower and Immigration.

APPENDIX II

List of Federally Approved Courses

Institutional Training

and

Apprenticeship

LIST OF APPROVED COURSES

December 15, 1970

Course	Length (in weeks)	Prerequisite
Advertising Sales and Service	40	B.T.S.D. 2
Air Cooled and Marine Engines	20	B.T.S.D. 2 or equiv.
Aircraft Maintenance Technician	52	B.T.S.D. 3 or equiv.
Aircraft Bench and Structural Assembler	12	B.T.S.D. 1 and Mechanical Aptitude
Appliance Servicing	40	B.T.S.D. 2
Audio-Visual Specialist	40	B.T.S.D. 3
Automatic Screw Machine Setter-Operator	40	B.T.S.D. 1 plus good manual dexterity
Automotive Machinist	20	
Automotive Merchandising	34	B.T.S.D. 3 or equiv.
Automotive Painter	10	B.T.S.D. 1
Automotive Upholstery and Trim		
B. T. S. D. 1	Max. 60	Open *
B. T. S. D. 2	Max. 32	B.T.S.D. 1
B. T. S. D. 3	Max. 32	B.T.S.D. 2
Backhoe Operator	3	B.T.S.D. 1
Band Management I	12	B.T.S.D. 2
Band Management II	12	Band Management I
Blueprint Reading	8	B.T.S.D. 2 or equiv.
Blueprint Reading Welders (Basic)	8	B.T.S.D. 2 or equiv.
Blueprint Reading Welders (Advanced)	8	B.T.S.D. 2 or equiv.
Business Equipment Servicing	40	B.T.S.D. 2
Building Repairman	16	B.T.S.D. 1
Business Machines	12	B.T.S.D. 2
Business Machines and Bookkeeping	40	B.T.S.D. 2
Business Practice (Elementary)	24	Open *
Butchers and Meatcutters	24	B.T.S.D. 1
Camp Cooks	14	Open *
Carpenters (Upgrading) Advanced	6	Completion of Course
Bilingual Secretary	40	B.T.S.D. 2 659
Carpenters (Upgrading) Elementary	6	B.T.S.D. 1
Carpentry (Pre-apprentice)	20	B.T.S.D. 2
Carpet Layers	16	Open *
Certified Building Custodians	14	Open *
Certified Visiting Homemakers	12	Open *
Chef Refresher	8	B.T.S.D. 2 and experience
Clerk Typist	24	B.T.S.D. 2 or equiv.
Colour Television	10	See Course of Study Outlin
Commercial Accountancy	40	B.T.S.D. 2
Commercial Art and Signwriting	40	B.T.S.D. 2 and aptitude te
Commercial Clerical	40	B.T.S.D. 1
Commercial Dictating Machines	32	B.T.S.D. 2
Commercial Refresher	16	Commercial Course and experience

Course	Length (in weeks)	Prerequisite
Commercial Stenographic	40	B.T.S.D. 2
Commercial Vehicle Driving	3	Open *
Computer Programmer	52	Certain restrictions based on aptitude test
Construction Labourer	20	B.T.S.D. 1 or equiv.
Cook Training (Pre-apprentice)	20	B.T.S.D. 2
Cosmetology Refresher Course	8	Hairdressing License or Certificate
Dairy Herd Workers		
Dairy Production Manufacturing	14	B.T.S.D. 2 plus experience
Dental Assistant	34	B.T.S.D. 3
Diesel Electric Mechanic	40	B.T.S.D. 2
Diesel Engine Mechanic	20	B.T.S.D. 2
Dining Room Service	10	Open *
Drafting	40	B.T.S.D. 2
Dressmaking and Alterations	20	B.T.S.D. 1 or equiv.
Dry Wall Tapers	8	Open *
Electronic Data Processing I (Key Punch and Verifier)	4	B.T.S.D. 2 and aptitude test
Electronic Data Processing II	8	B.T.S.D. 2 and aptitude test plus bookkeeping
Electronic Data Processing III (Advanced Unit Records plus Computer Fundamentals)	8	E. D. P. II
Electronics	48	B.T.S.D. 2
English as a Second Language	24	Open *
Finance Clerk	24	B.T.S.D. 2 or equiv. bondable
Finish Carpentry and Cabinet Making	40	B.T.S.D. I
Finish Carpentry and Cabinet Making Refresher	24	B.T.S.D. 1 and aptitude test
Fire Suppression Crew Boss	4	B.T.S.D. 1
Fluid Power Control Mechanic	40	B.T.S.D. 3
Food Service Helper	20	Open *
Forestry Filers	35	B.T.S.D. 2
Forestry Grader and Scaler	35	Open *
Forestry Sawyers and Millwrights	35	B.T.S.D. 2
Fur Business and Manufacturing Techniques	40	B.T.S.D. 2 or entrance test
Fur Harvest	4	Open (Good Health)
Furniture Finishing and Repair	32	B.T.S.D. 1
Furniture Upholstery and Repair	40	Open *
Garment Pattern Making and Design	16	B.T.S.D. 1 or equiv.
Graphic Arts Assistant	40	B.T.S.D. 2
Heating Technician	40	B.T.S.D. 3
Heavy Construction	7	Open *
Heavy Duty Equipment Mechanic	40	B.T.S.D. 2 or equiv.
Heavy Equipment Field Servicing	12	See Course of Study outline

Course	Length (in weeks)	Prerequisite
Heavy Equipment Operator	10	Special
Heavy Equipment Operator (Northern)	16	B.T.S.D. 1
Horticulture and Gardening	40	B.T.S.D. 2
Hospital Food Supervisor	24	Special
Hospital Orderly Training	16	Open *
Industrial Maintenance Mechanic	48	B.T.S.D. 2 (3 preferred)
Industrial Orientation	6	B.T.S.D. 1
Industrial Paint Spraying and Metal Finishing	28	B.T.S.D. 2
Instrumentation Mechanic	40	B.T.S.D. 2
Interior Design and Decorating (Revised)	40	B.T.S.D. 2
Inventory Control (Warehouseman)	24	B.T.S.D. 1 or equiv.
Journalism - Advertising and Promotion	40	B.T.S.D. 3
Journalism - Newswriting	40	B.T.S.D. 3
Lathe Operator	12	B.T.S.D. 1
Lathers (Upgrading)	4	
Legal Secretarial	32	B.T.S.D. 3
Loader-Bulldozer Operator	3	See Course of Study
Logging and Small sawmill Operation	12	Open *
Machine Shop Practice (Revised)	40	B.T.S.D. 2
Management of Farm Business	10	Open *
Manufacturing Inspector - Mechanical	24	B.T.S.D. 2
Marine Engineers	28	Special
Marine and Snow Vehicle Maintenance	16	B.T.S.D. 1 or equiv.
Marine Mechanics and Small Powered Equipment	40	B.T.S.D. 2
Marine Navigation Officers	28	Special
Masonry - Pre-apprentice	16	B.T.S.D. 1 or equiv.
Medical Secretarial	32	B.T.S.D. 3
Metal Fabrication	40	B.T.S.D. 1
Mining Assistant	32	B.T.S.D. 3
Mink Plate Manufacturing	48	Basic English
Modern Construction Methods Part I	12	B.T.S.D. 1
Nursery Aide	16	B.T.S.D. 2 or equiv.
Nurse's Aide	20	Open *
Nursing Assistant	35	B.T.S.D. 2 or 1 plus age 25
Occupational English	6	Graduate of E.A.S.L.
Offset Printing	40	B.T.S.D. 2
Optical Lens Processing	36	B.T.S.D. 2
Orientation	3	Open *
Painters and Decorators (Upgrading)	4	B.T.S.D. 2
Painting and Decorating (Basic)	16	B.T.S.D. 1
Parts Merchandising and Inventory Control	20	B.T.S.D. 2
Plasterers (Upgrading)	4	
Plastics - Industrial Mechanic	20	B.T.S.D. 2 or equiv.
Plumber and Fitter (Upgrading)	4	

Course	Length (in weeks)	Prerequisite
Power Sewing	24	Open *
Production Welding (Women)	6	Open *
Protection and Security Services	8	See Course of Study Outline
Quality Control	40	B.T.S.D. 3 or equiv.
Refrigeration and Air Conditioning	34	B.T.S.D. 2
Retail Management (Basic)	40	B.T.S.D. 2
Retail Merchandising	16	B.T.S.D. 1
Retailing and Merchandising	40	B.T.S.D. 2
Retail Meat Cutting	20	B.T.S.D. 2
Sales Orientation	5	B.T.S.D. 1
Service Station Attendant and Management	20	B.T.S.D. 1
Service Station Attendant and Small Engines	24	B.T.S.D. 1 or equiv.
Sheet Metal (Pre-apprentice)	20	B.T.S.D. 2 or equiv.
Sheet Metal (Upgrading)	4	B.T.S.D. 2
Shipyard Welding	12	B.T.S.D. 2
Signwriting	40	B.T.S.D. 2 and aptitude test
Survey Assistant	32	B.T.S.D. 3
Steamfitters and Plumbers Upgrading	12	B.T.S.D. 2
Steel Layout and Welding	40	B.T.S.D. 2
Supermarket Checker Education	3	B.T.S.D. 2
Teller-Cashier	24	B.T.S.D. 2 or equiv. and bondable
Tourist Outfitting and Guiding	14	Open *
Tourist Resort Services	8	Open *
Tractor Trailer Driving	2	See Course Outline
Typing General Office	20	Previous experience
Typing Refresher	12	See Course of Study Outline
Upholstered Furniture Manufacturing	40	B.T.S.D. 1
Varitype Operators	16	B.T.S.D. 2 or equiv.
Vending Machine Servicing	40	B.T.S.D. 2
Welding Basic		
Welding Fitter	40	B.T.S.D. 2
Welding Fitter Refresher	20	See Course Outline
Welding Operator	20	B.T.S.D. 2 or equiv.
Woodworking Techniques	24	B.T.S.D. 2 or equiv.

* NOTE Grade Prerequisite "Open" indicates that no formal education Grade is required, but it is understood that the candidate has sufficient knowledge of English to be able to absorb instruction in this language.

In the case of applicants who do not meet this requirement, it is suggested that they be given a course in English As A Second Language* to bring them to at least a Grade 5 level in this subject. Where prerequisite is now shown, please refer to Course of Study Outline for this information.

Source: Department of Manpower and Immigration, Ontario Region.

CANADA MANPOWER APPRENTICESHIP TRAINING PROGRAMS

Air Conditioning and Refrigeration

Autobody Repair

Automotive Painters

Baker

Barber

Bricklayer

Carpentry

Cement Mason

Chef

Electrician

Electronic Control

Glazier

Hairdresser

Ironworker

Lather

Millwright

Motor Vehicle Mechanic

Painters & Decorators

Plasterers

Plumbing

Radio & Television Repair

Service Station Attendant

Sheet Metal

Steamfitting

Tool & Die Machinist

Watch Repair

19 February, 1971

Source: Department of Manpower and Immigration, Ontario Region.

APPENDIX III

The Adult Occupational Training Act

and a description of

The Canada Manpower Retraining Program

ADULT OCCUPATIONAL TRAINING ACT

Adult Occupational Training Regulations, amended

P.C. 1967-1645

AT THE GOVERNMENT HOUSE AT OTTAWA

Wednesday, the 23rd day of August, 1967

PRESENT:

HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL.

His Excellency the Governor General in Council, on the recommendation of the Minister of Manpower and Immigration, pursuant to section 12 of the Adult Occupational Training Act, is pleased hereby to amend the Adult Occupational Training Regulations made by Order in Council P.C. 1967-1021 of 18th May, 1967¹ in accordance with the Schedule hereto.

SCHEDULE

1. Subsections (1) and (2) of Section 6 of the Adult Occupational Training Regulations are revoked, and the following substituted therefor:

"6. (1) The costs referred to in subsection (1) and (2) of section 5 of the Act shall be determined by adding

(a) that proportion of such of those direct costs, overhead costs and capital costs described in Schedule A as are applicable to the contract, that is attributable

(i) in the case of an occupational training course described in subsection (1) of Section 5, to the provision of training to adults whose enrolment

¹ SOR/67-262, CANADA GAZETTE PART II, Vol. 101, No. 11, June 14, 1967

- therein was arranged by a manpower officer, or
- (ii) in the case of an occupational training course described in subsection (2) of section 5, to the provision of training to adult apprentices; and
- (b) such of the administrative costs set out in Schedule A as are specified in the contract."

2. Schedule A of the said regulations is revoked, and the following substituted therefor:

"Schedule A

COSTS THAT MAY BE INCLUDED IN CALCULATING COSTS OF PROVIDING AN OCCUPATIONAL TRAINING COURSE AND OF OPERATING A TRAINING CENTRE.

Direct Costs

1. An amount in respect of salaries and other benefits paid to or on behalf of instructors, teachers and their assistants who are actually engaged in the provision of the occupational training course, not to exceed the aggregate of the following:
 - (a) the salaries of such persons;
 - (b) the amount paid by the employer of such persons in respect of supplementary benefits (except superannuation or pension benefits) provided to such persons under the terms of their employment;
 - (c) where it is provided under the terms of each such person's employment that the employer will pay in respect of superannuation or pension benefits for each such person a specific sum, or a sum determinable by reference to his salary, that sum; or

- (d) where the employer provides a superannuation or pension benefit for each such person and makes contributions thereto, but the amount of the employer's contribution is not provided for as set out in paragraph (c), then an amount that shall not exceed the amount contributed thereto by each such person.
2. The cost of office and schoolroom supplies, materials and tools, text books, films and other teaching and training aids, furnished to adults taking the occupational training course.
 3. Rental costs for premises used for the occupational training course and for machinery and equipment used therein or for such occupational training.
 4. The travelling expenses, and other necessary expenses related thereto, of instructors and teachers while engaged in their duties related to the provision of the occupational training course.
 5. Maintenance, repair and minor renovation costs in respect of furnishings, machinery, equipment and premises used for the occupational training course.
 6. The costs of providing power, gas and water and other services used directly in the occupational training course.
 7. The cost of paying interest on loans raised for the purpose of providing the occupational training facility in which the occupational training course is being or was carried on.

8. Such portion of the capital cost of furnishings, equipment, machinery and major tools used in the provision of the occupational training course, as would have been deductible by the owner thereof under the Income Tax Act, in computing his income thereunder (if such owner were taxable under the Act) if the rates provided in the Regulations under that Act for that class of property were applied upon the capital cost of such property rather than on the undepreciated balance of the capital cost thereof.
9. Such expenses, not provided for in Items 1 to 8 above, as are wholly attributable to the operation of the occupational training course, subject to the written approval of the Minister.

COSTS THAT MAY BE INCLUDED IN CALCULATING COSTS OF PROVIDING AN OCCUPATIONAL
TRAINING COURSE

Overhead Costs

10. An amount in respect of salaries and other benefits paid in respect of principals, vice-principals, guidance officers, supervisors, librarians and office and maintenance staffs, who are engaged at a training centre in support of the occupational training course, not exceeding the aggregate of the following:
 - (a) the salaries of such persons;
 - (b) the amount paid by the employer of such persons in respect of supplementary benefits (except superannuation

or pension benefits) provided to such persons under the terms of their employment;

- (c) where it is provided under the terms of each such person's employment that the employer will pay in respect of superannuation or pension benefits for each such person a specific sum, or a sum determinable by reference to his salary, that sum; or
 - (d) where the employer provides a superannuation or pension benefit for each such person and makes contributions thereto, but the amount of the employer's contribution is not provided for as set out in paragraph (c), then an amount that shall not exceed the amount contributed thereto by each such person.
11. Travelling expenses and other necessary expenses related thereto of persons described in Item 10 while actually engaged in their duties related to the provision of occupational training courses.
 12. General expenses incurred in the operation of a training centre in respect of the provision of occupational training courses, including light, heat, power, water, gas, cleaning supplies, building maintenance and office supplies, telephone service, Public Liability and Property Damage Insurance, first-aid and first-aid facilities and audit fees.
 13. Expenses incurred in maintaining residences essential to the operation of the occupational training course that cannot be recovered through reasonable charges to the adult residents.

Capital Costs

14. Such portion of capital costs, not set out in Item 8 above, as may arise from the purchase or construction of the occupational training facility in or by means of which the course was conducted, including major renovations and rebuilding intended to lengthen its useful life or improve its usefulness, but excluding

- (a) the purchase price of the site on which any occupational training facility is constructed; and
- (b) any part of such capital costs as have already been contributed to by Canada under any agreement made with the province under the Technical and Vocational Training Assistance Act;

as would have been deductible by the owner of that facility under the Income Tax Act, in computing his income thereunder (if such owner were taxable under the Act) if the rates provided in the Regulations under that Act for that class of property were applied upon the capital cost of such property rather than on the undepreciated balance of the capital cost thereof.

Administrative Costs

15. An amount in respect of provincial administrative costs being the aggregate of

- (a) an amount in respect of the salaries of provincial officers engaged in providing administrative, planning, supervisory and related support services required for the effective operation of the occupational training course that is

- proportional to the amount of time such officers are engaged during the year in providing such services; and
- (b) an amount not exceeding the total of the amount arrived at by the application of paragraph (a) in respect of the travelling expenses and of the stenographic, clerical and other costs required to support such officers while engaged in providing the services referred to therein.

COSTS THAT MAY BE INCLUDED IN CALCULATING THE COSTS OF
OPERATING A TRAINING CENTRE

Overhead Costs

10. An amount in respect of salaries and other benefits paid in respect of principals, vice-principals, guidance officers, supervisors, librarians and office and maintenance staffs, who are engaged at training centres where occupational training courses are conducted, not exceeding the aggregate of the following:
- (a) the salaries of such persons;
 - (b) the amount paid by the employer of such persons in respect of supplementary benefits (except superannuation or pension benefits) provided to such persons under the terms of their employment;
 - (c) where it is provided under the terms of each such person's employment that the employer will pay in respect of superannuation or pension benefits for each such person a specific sum, or a sum determinable by reference to his salary, that sum; or

(d) where the employer provides a superannuation or pension benefit for each such person and makes contributions thereto, but the amount of the employer's contribution is not provided for as set out in paragraph (c), then an amount that shall not exceed the amount contributed thereto by each such person.

11. Travelling expenses and other necessary expenses related thereto of persons described in Item 10 while actually engaged in their duties related to the provision of occupational training courses.
12. General expenses incurred in the operation of a training centre in respect of the provision of occupational training courses, including light, heat, power, water, gas, cleaning supplies, building maintenance and office supplies, telephone service Public Liability and Property Damage Insurance, first-aid and first-aid facilities and audit fees.
13. Expenses incurred in maintaining residences essential to the operation of the training centre that cannot be recovered through reasonable charges to the adult residents.

Capital Costs

14. Such portion of capital costs, not set out in Item 8 above, as may arise from the purchase or construction of the occupational training facility in or by means of which courses are conducted, including major renovations and rebuilding intended to lengthen its useful life or improve its usefulness, but excluding

- (a) the purchase price of the site on which any occupational training facility is constructed; and
- (b) any part of such capital costs as have already been contributed to by Canada under any agreement made with the province under the Technical and Vocational Training Assistance Act;

as would have been deductible by the owner of that facility under the Income Tax Act, in computing his income thereunder (if such owner were taxable under the Act) if the rates provided in the Regulations under that Act for that class of property were applied upon the capital cost of such property rather than on the undepreciated balance of the capital cost thereof.

Administrative Costs

15. An amount in respect of provincial administrative costs being the aggregate of
 - (a) an amount in respect of the salaries of provincial officers engaged in providing administrative, planning, supervisory and related support services required for the effective operation of the occupational training courses that is proportional to the amount of time such officers are engaged during the year in providing such services; and
 - (b) an amount not exceeding the total of the amount arrived at by the application of paragraph (a) in respect of the travelling expenses and of the stenographic, clerical and other costs required to support such officers while engaged in providing the services referred to therein.

CANADA MANPOWER TRAINING PROGRAM

INFORMATION SHEET # 11

Source: Information Service

Department of Manpower and Immigration

Ottawa

"... the sustained growth of a highly productive economy depends on more highly trained manpower able to adjust its work to changing conditions and to take new opportunities for more productive and rewarding employment. This is of vital importance to full employment and growth..."

This is how the goals of Canada's manpower policy were summarized by the Prime Minister when he announced the establishment of the new Department of Manpower and Immigration in 1966.

In response to the need for more skilled workers, the Canada Manpower Training Program, which is one of the inter-related and inter-dependent human development programs of the federal government, was introduced to help Canadians meet the challenge of changing employment conditions. It was created under the Adult Occupational Training Act 1967 to provide the means whereby Canadians could acquire the skills needed to answer the demands of a competitive and changing labour market. Annual Canada Manpower Training Program activity summaries for the fiscal years 1967-68, 1968-69, and 1969-70 are attached.

Under the Act, the Department of Manpower and Immigration arranges for the purchase of recognized vocational courses for Canada Manpower Centre clients who have potential but lack marketable skills.

While education in Canada is the constitutional responsibility of provincial governments, the federal government pays the costs of training for adult members of the labour force in a continuing effort to ensure that the supply of manpower is attuned to the nation's current and future demands.

Canada Manpower Training courses cover a broad range of occupations in demand in which a worker can enter or advance. However, the training must be suited to the aptitudes and interests of the worker.

Basic Training for Skill Development (BTSD) courses are offered if there is a need to improve the client's academic skills before he can qualify for a vocational course. BTSD courses cover designated subjects rather than the full courses provided in the regular primary and secondary school systems. The emphasis is on mathematics, science and communications.

In addition to the direct purchase of courses for individual CMC clients, the program provides financial assistance to employers for costs incurred in training their employees. Such training must be occupationally directed and conducted in an organized classroom setting specifically designated for teaching purpose. The program also provides for payment to the provinces of the cost of classroom training provided in their recognized apprenticeship programs.

Full-time Canada Manpower Training courses vary in duration from a week to a year and generally require attendance thirty-five hours per week. Part-time courses may be conducted over a longer period of time but are limited in duration to a total of 1,820 hours.

The program is directed not only to the unemployed who make up a substantial proportion of those trained, but to the under-employed and those requiring training or upgrading to secure a more desirable, stable and productive form of employment.

To recognize provincial authority for education and reduce any enticement for individuals to leave the public system prematurely to enter the labour force, the Canada Manpower Training courses are only

available to people who are at least one year beyond the school leaving age in the province in which they reside, and who have been out of school for at least one year.

A landed immigrant can qualify for training under the program, including instruction in English or French, if it is necessary to his employment.

CMC clients are referred to the various training courses by a manpower counsellor providing:

1. there is or will be a demand for trained persons in the occupation;
2. persons are capable of benefitting from such training;
3. their employment prospects will be better than if he did not take the training; or
4. the training will significantly increase their income potential.

Under the Canada Manpower Training Program the federal government provides financial assistance, not loans, for full-time trainees who have been in the labour force for at least three years, or who have dependents.

The amount of assistance ranges between \$47.00 - \$113.00 per week according to the number of dependents, the cost of living in the area, and whether it is necessary for the trainee to leave home to take the training.

Trainees may not draw upon unemployment insurance benefits while they are receiving a training allowance; instead, these benefits are held over in case the trainee needs them later.

There is provision for trainee travel grants when the only suitable training is in another community, and for living-away-from-home allowances when the trainee must maintain a second residence in order to take training in a community other than his own.

A commuting allowance assists in defraying the costs of daily transportation between a trainee's home and a school outside his locality if it is 10 miles from his home and return fare exceeds 70 cents per day. The maximum commuting allowance is \$23.00 per week which is the equivalent to the present living-away-from-home allowance and removes an important barrier for many adult workers who are unable to leave their families to take training.

Since its inception in 1967, the program has trained more than 1,000,000 men and women. And, it is doing broadly what it was intended to do. It is reaching more deeply into the older age groups where the need for training is more urgent. The provision of living allowances has enabled more married people with children to take training courses rather than being forced to take the first low-paid or temporary job that is available.

In the third year of the program, the average age of full-time trainees was 30 years, just four years below the average for the unemployed.

Preliminary estimates from follow-up surveys indicate that of those trainees graduating from skill and educational upgrading courses, approximately 80 per cent found employment following training, while only 31 per cent had jobs before training; employed graduates realized an increase in income of about 14 per cent, or an average of \$50 per month.

The program has also had a stabilizing effect in depressed areas, or during periods of seasonal slack, reducing the amount of unemployment that would have otherwise occurred in some areas by as much as 20 per cent.

A preliminary cost/benefit study of the program has indicated that for each dollar expended for adult training, the economy gains between two and three dollars.

June, 1971.

Source: Information Service

Department of Manpower and Immigration.

CANADA MANPOWER TRAINING PROGRAM - 1967-68 SUMMARY

PROVINCE & REGION	EXPENDITURES \$ '000		TOTAL	TRAINEES 1 ENROLLED
	TRAINING COST	ALLOWANCE COST		
NEWFOUNDLAND	2,122	2,059	4,181	4,119
PRINCE EDWARD ISLAND	325	565	890	1,474
NOVA SCOTIA	1,658	2,594	4,252	4,792
NEW BRUNSWICK	2,146	1,032	3,178	4,756
ATLANTIC	6,251	6,250	12,501	15,078
QUEBEC	11,750	13,031	24,781	68,748
ONTARIO	20,155	25,200	45,355	69,049
MANITOBA	3,091	2,534	5,625	5,979
SASKATCHEWAN	1,562	1,834	3,396	4,761
ALBERTA	2,963	4,148	7,111	11,168
NORTH-WEST TERRITORIES	-	-	-	-
PRAIRIE	7,616	8,516	16,132	21,908
BRITISH COLUMBIA	3,259	2,878	6,137	8,625
YUKON	157	3	160	132
PACIFIC	3,416	2,881	6,297	8,757
CANADA	49,188	55,878	105,066	183,540

Source: Information Services
Department of Manpower and Immigration

1 Full-time and Part-time

CANADA MANPOWER TRAINING PROGRAM - 1968-69 SUMMARY

PROVINCE & REGION	EXPENDITURES \$ '000		TOTAL	TRAINEES ENROLLED ¹
	TRAINING COST	ALLOWANCE COST		
NEWFOUNDLAND	3,767	3,562	7,329	12,014
PRINCE EDWARD ISLAND	662	1,319	1,981	2,791
NOVA SCOTIA	4,563	6,645	11,208	17,716
NEW BRUNSWICK	2,298	3,051	5,349	8,111
ATLANTIC	11,290	14,577	25,867	40,632
QUEBEC	30,455	35,869	66,324	98,652
ONTARIO	23,761	38,008	61,769	101,216
MANITOBA	4,573	4,631	9,204	15,918
SASKATCHEWAN	2,534	3,461	5,995	10,363
ALBERTA	5,540	6,570	12,110	21,890
NORTH-WEST TERRITORIES	165	35	200	209
PRAIRIE	12,812	14,697	27,509	48,380
BRITISH COLUMBIA	3,347	5,123	8,470	12,314
YUKON	-	28	28	6
PACIFIC	3,347	5,151	8,498	12,320
CANADA	81,665	108,302	189,967	301,200

SOURCE: Information Service
Department of Manpower and Immigration

¹ Full-time and Part-time.

CANADA MANPOWER TRAINING PROGRAM - 1969-70 SUMMARY

PROVINCE & REGION	EXPENDITURES \$ '000			TRAINEES ENROLLED 1
	TRAINING COST	ALLOWANCE COST	TOTAL	
NEWFOUNDLAND	5,802	5,101	10,903	8,589
PRINCE EDWARD ISLAND	1,008	2,099	3,107	4,130
NOVA SCOTIA	5,956	9,978	15,934	11,261
NEW BRUNSWICK	3,282	4,348	7,630	11,380
ATLANTIC	16,048	21,526	37,574	35,360
QUEBEC	43,767	46,864	90,631	135,657
ONTARIO	28,541	38,758	67,299	70,527
MANITOBA	4,025	5,195	9,220	12,084
SASKATCHEWAN	3,785	3,857	7,642	9,078
ALBERTA	9,085	8,003	17,088	19,648
NORTH-WEST TERRITORIES	132	54	186	225
PRAIRIE	17,027	17,109	34,136	41,035
BRITISH COLUMBIA	8,510	6,781	15,291	21,720
YUKON	-	109	109	600
PACIFIC	8,510	6,890	15,400	22,320
CANADA	113,893	131,147	245,040	304,899

SOURCE: Information Service
Department of Manpower and Immigration

1 Full-time and Part-Time.

APPENDIX IV

Management Development Programs

MANAGEMENT DEVELOPMENT PROGRAMS CONDUCTED UNDER
ONTARIO MANPOWER RETRAINING PROGRAM, 1971

Management Accounting
Retail Management
Marketing for Manufacturers
Marketing for Service Businesses
Exporting
Personnel
Purchasing for Manufacturers
Basic Financial Controls
Business Law
Finance and Taxation
Retail Selling
Effective Supervision in Production
Effective Supervision in Construction
Effective Supervision in Administration
Effective Communications
Labour Relations for Supervisors - Production
Labour Relations for Supervisors - Construction
Cost Accounting
Work Study
Work Simplification
Marketing for the Hospitality Industry
Manufacturing - Planning and Control
Human Relations
Starting and Operating a Business
Source: Department of Manpower and Immigration.

APPENDIX V

TRAINING-IN-INDUSTRY

Toronto Transit Commission
Training Course
for Vehicle Electricians

TRAINING COURSE FOR VEHICLE ELECTRICIANS

The Equipment Department has recently concluded the fifth year of operation of its three-part course for Vehicle Electricians. The course is designed to meet the needs of both automotive and rail vehicle servicemen.

This instruction was first offered during the Fall and Winter of 1966-1967. The course has proved to be extremely popular, with 8 staff employees completing parts of the course this year. Plans are presently being completed for a repetition of the program during the 1971-1972 season.

This course of instruction was found to be essential in order that employees working on electrical transit equipment could upgrade their knowledge and abilities. The instruction also provides an opportunity for employees in low wage categories to prepare for future job vacancies. Employees completing the various parts of the course become eligible to move into higher wage category jobs as vacancies occur.

Morning instruction in Part I of the course was introduced during the 1968-1969 season, and has been continued. Morning instruction in Part II (Rail), started during the 1969-1970 season, was continued through the session just concluded. Morning instruction in Part III (Rail) was introduced for the first time during this session.

Details of the Program as Operated

Divisions of Course - The course is divided into three parts. Part I is concerned with basic electrical theory and simple shop practice. Part II comprises a detailed study of vehicle circuits and components, stressing their inter-relation to achieve correct vehicle performance.

Part III covers correct trouble shooting procedures on transit vehicles. A progressive method of fault location is stressed. Students in Part III receive Operator's Training on all types of vehicles studied.

Duration of Course - Each part of the course was taught through the regulation fall and winter night school season as prescribed by the Toronto Board of Education. Total instruction comprised of approximately 50 sessions of 2 hours each.

Eligibility to Participate - All Equipment Department employees are eligible to take part in the program. Quotas were established for Shops, Carhouses and Automotive Sections. Where necessary Maintenance Section seniority was used to determine participants when sections of the course were over-subscribed.

Entrance Requirements - No special abilities or tests were required for admission to Part I.

To enter Part II it was necessary for the applicant to have successfully completed Part I of the course. Alternatively, applicants could enroll if they achieved a satisfactory percentage in a qualifying examination based on Part I.

Entrance to Part III was available to employees who had successfully completed Part II. Entrance was also available to anyone who could successfully complete examinations based on Parts I and II.

Location of Classes - The Part I evening classes were taught at Central Technical School as a sponsored course. Two classrooms with complete facilities for instruction in electrical theory were made available for our use.

The Part I morning class was taught in the Conference Room at Greenwood Shops. This room has been equipped with blackboards and all necessary equipment for instruction in this phase of the course.

Part II (Rail) and Part III(Rail) were taught on T.T.C. properties. The first portion of each section, covering work on P.C.C. street cars, was taught at Hillcrest Shops. The latter portions, involving Instruction on three models of subway cars, were taught at Davisville Carhouse and Greenwood Shops.

Class Size - Classroom facilities for instruction in electrical theory at Central Technical School limit each class to 20 pupils. As stated, two classes were conducted at this location.

An attempt is made to limit the accepted registration in any class taught on T.T.C. property to 20 employees. Larger classes present problems to the instructor in ensuring that the material presented is understood by all participants. It is considered that the ideal class size in the trouble-shooting phase of the course is 6 employees per instructor.

However, registration in Parts II and III is never refused to any qualified applicant.

Cost to Trainees - No fees were required of employees who participated in the courses. Registration fees for the sponsored classes at Central Technical School were absorbed by the Commission.

Payment to Trainees - Employees participating in the course received no additional remuneration. They attended classes in their own time.

Instructors - Instructors for all parts of the course were selected from Equipment Department technical staff. These were:

Mr. P. Berry, Training Supervisor

Mr. J. Dowbenka, Carhouse Section

Mr. G. A. Field, Hillcrest Shops

Mr. J. Hainsworth, Hillcrest Shops

Mr. I. G. Hendry, D & D Section

Mr. W. Sirianni, D & D Section

Mr. J. Taylor, Carhouse Section

Payment of Instructors - Staff personnel teaching Part I of this course at Central Technical School are considered for this purpose to be employees of the Toronto Board of Education. Their salary was paid by the Board at the regulation rate for night school instruction. No reimbursement is required from the Commission.

Instructors teaching Parts II and III on T.T.C. property were paid by the Commission at the regulation rate established by the Toronto Board of Education for night school instruction. The Commission is in turn reimbursed by the Ontario Department of Labour.

Assistance Tendered by the Toronto Board of Education - The Principal and electrical engineering staff of Central Technical School were of great assistance in designing this course of instruction. All requests for advice on technical and administrative matters have invariably resulted in practical solutions being proposed.

As stated previously, two classrooms with complete facilities for instruction in electrical theory are made available two evenings each week from October through April. Year cards are mailed out to all students attaining an acceptable grade on the final examination.

Assistance Tendered by the Ontario Department of Labour - The Industrial Training Branch of the Ontario Department of Labour provided much assistance in the presentation of Parts II and III of this course. Advice on administration of these parts of the course was forthcoming whenever a request was made. Technical advice in several fields was readily available.

A proposal was made by the Department of Labour whereby the Commission would be reimbursed for the training of each student graduated. Graduation was considered to be completion of 88 hours of training, together with attainment of an acceptable grade on the year's work. This proposal became operative with the commencement of the course and terminated upon conclusion of instruction.

Funds for payment to the Commission were made available by the Provincial Government of Ontario and were administered by the Industrial Training Branch of the Ontario Department of Labour.

All employees successfully completing Part II or Part III of this course are presented with a Certificate of Attainment supplied by the Department of Labour.

Union Approval - The course content, method of sign-up, operation and administration were agreed to by representatives of Division 113 of the Amalgamated Transit Union. All changes and additions to the course were discussed with representatives of the Union.

Method of Applying for Course - Information outlining the course offered was posted on all Equipment Department notice boards. Copies of the course content were attached.

Application forms were available upon request from Supervisors at all work locations. When completed, the forms were forwarded to the Training Supervisor for processing.

Registration for Course - Applications to participate in the three parts of the course numbered as follows:

For Part I	-	71
For Part II	-	30
For Part III	-	23

Due to limitation of classroom facilities, failure to pass qualifying examinations, and other miscellaneous reasons, the final accepted registration was:

For Part I	-	55
For Part II	-	26
For Part III	-	23

Withdrawals from Course - During the presentation of Part I, 20 employees withdrew, were dropped from class roles or resigned from Commission employment. One employee withdrew from Part II. One employee withdrew from Part III.

Data Supplied to Trainees - A set of notes covering the electrical theory and shop practice presented in Part I was supplied to all employees enrolled. These were issued section by section as the instruction proceeded, and amounted to approximately 250 pages of notes and illustrations.

Employees taking Part II (Rail) of this course were supplied with over 400 pages of notes and circuit diagrams specifically prepared for the course. They were also supplied with the standard vehicle schematic circuit prints for all types of vehicles studied.

Employees participating in Part III were issued notes, diagrams and prints to update material issued the previous year.

All students were supplied with binders to hold the notes and prints supplied.

Training Aids Used - All circuit diagrams issued to trainees were prints from transparencies prepared for overhead projection. The instructors were thus able to explain details of circuit operation to the entire class by means of the projected transparency and the students could make any additional notes directly on their own prints. Over 200 transparencies were used during the instruction periods.

Actual equipment components were used in the classrooms whenever possible to demonstrate functions and malfunctions. Vehicles of the types being studied were made available and classes spent much time on them relating circuits studied to actual operation.

Motion picture film and 35 mm. slides were used to provide additional information during some instruction periods.

Percentage Required for Successful Completion of Course - In keeping with standard technical and vocational school practice, an overall percentage of 50% on the year's work indicated successful completion of the course.

Attendance Required for Completion of Course - Students were required to attend 80% of the instruction period to obtain course recognition.

Summary of Employee Achievements - The pages following summarized attendance and examination percentages achieved by employees enrolled in the three parts of the course.

APPENDIX VI

Schedule of Workshops and Training Centre Services
Used by Vocational Rehabilitation Branch of the
Department of Social and Family Services (SFS)

Schedule I	-	Organizations
Schedule II	-	Centres run by these organizations

SCHEDULE I

Item	Name of Organization	Workshop Operated by Approved Organization	
		Schedule	Item
1.	Ajax-Pickering and Whitby Association for Retarded Children	2	74
2.	Amity Association of Hamilton	2	14
3.	The Barrie & District Association for the Mentally Retarded	2	26
4.	Belleville and District Association for Retarded Children	2	16
5.	Borough of York Association for the Mentally Retarded	2	60
6.	Brampton and District Association for Retarded Children	2	53
7.	Burlington and District Association for Retarded Children	2	3
8.	The Canadian Mental Health Association	2	27, 28, 29
9.	The Canadian National Institute for the Blind	2	30, 31, 32, 33, 34, 35, 36, 37, 38, 39
9a.	Cerebral Palsy Association of Windsor and Essex County	2	26a
10.	Chatham-Kent & District Association for Retarded Children	2	4
11.	Cornwall and District Association for Retarded Children	2	25
12.	C.O.S.T.I. Italian Community Promotion Centre	2	46
13.	Elmira and District Association for the Retarded	2	45

SCHEDULE I

Item	Name of Organization	Operating	
		Schedule	Item
14.	Essex County Association for Retarded Children	2	78
15.	Fort Frances and District Association for the Mentally Retarded	2	47
16.	Goodwill Industries of Windsor Incorporated	2	42
16a.	The Governing Council of the Salvation Army, Canada East	2	70a
17.	Greater Niagara Association for the Mentally Retarded	2	49
18.	The Guelph and District Association for Retarded Children Incorporated	2	56
19.	Haldimand Association for the Mentally Retarded	2	43
20.	The Hamilton and District Association for the Mentally Retarded	2	61
21.	Jewish Vocational Service of Metropolitan Toronto	2	79
22.	The Kenora-Keewatin District Association for the Mentally Retarded	2	1
23.	The Kingston and District Association for Retarded Children	2	5
24.	Kirkland Lake and District Association for the Mentally Retarded	2	2
25.	Kitchener-Waterloo Kinsmen Club Incorporated	2	48
26.	The Lakehead Association for the Mentally Retarded	2	18
27.	London and District Association for the Mentally Retarded	2	57
28.	London Goodwill Industries Association	2	21

SCHEDULE I

Item	Name of Organization	Operating Schedule	Item
29.	Marina Lodge	2	52
30.	Metropolitan Toronto Association for Retarded Children	2	23, 23a 23b
31.	Metropolitan Windsor Association for Retarded Children	2	50
32.	The Newmarket and District Association for the Mentally Retarded	2	7
33.	North Bay and District Association for Retarded Children	2	15
34.	North Halton Association for the Mentally Retarded	2	44
35.	The Oakville Association for the Mentally Retarded	2	12
36.	Oshawa and District Association for Retarded Children	2	41
37.	Ottawa and District Association for Retarded Children	2	11
38.	Owen Sound and District Association for the Mentally Retarded	2	8
39.	Peace Bridge Area Association for the Mentally Retarded	2	80
40.	Peterborough and District Association for the Mentally Retarded	2	72
41.	Porcupine District Association for Retarded Children	2	24
42.	Port Colborne District Association for the Mentally Retarded, Inc.	2	19
43.	Port Hope-Cobourg Association for Retarded Children	2	17

SCHEDULE I

Item	Name of Organization	Operating Schedule Item
44.	Rehabilitation Foundation for the Disabled	2 54, 58, 62, 63, 64, 65, 66, 67, 68, 69, 70, 77
45.	The St. Catharines and District Association for Retarded Children	2 21
45a.	St. Marys Association for the Mentally Retarded	2 46a
46.	St. Thomas-Elgin Association for Retarded Children	2 40
47.	Sarnia and District Association for the Mentally Retarded	2 55
48.	Sault Ste. Marie and District Association for the Mentally Retarded	2 76
49.	Sheltered Workshop of Belleville Incorporated	2 73
50.	Society for Crippled Civilians	2 75
51.	South Peel Association for the Mentally Retarded	2 6
52.	The South Waterloo Association for the Mentally Retarded	2 71
53.	Stratford and District Association for Retarded Children	2 59
54.	Sudbury and District Association for Retarded Children	2 81
55.	Tillsonburg and District Association for Retarded Children	2 22
56.	Wallaceburg and Sydenham District Association for Retarded Children, Inc.	2 9
57.	Welland District Association for Retarded Incorporated	2 10

SCHEDULE I

Item	Name of Organization	Operating	
		Schedule	Item
58.	The Woodstock and District Association for Retarded Children	2	13
59.	York Central Association for the Mentally Retarded	2	20

SCHEDULE 2

Item	Name of Workshop	Approved Organization Operating Workshop
1.	Adult Rehabilitation Centre Industries, 206 Bay Street, Keewatin	22
2.	A. R. C. Industries, 23 Government Road East, Kirkland Lake.	24
3.	Adult Training Centre, 2258 Mountainside Drive, Burlington	7
4.	Adult Training Centre, 101 Stewart Street, Chatham	10
5.	Adult Training Centre, 610 Montreal Street, Kingston	23
6.	Adult Training Centre (Creditvale), Baseline Road West, Meadowvale	51
7.	Adult Training Centre, Penrose Street, Newmarket	32
8.	Adult Training Centre, 769 Fourth Avenue East, Owen Sound	38
9.	Adult Training Centre, Minnie Street, Wallaceburg	56
10.	A. R. C. Industries, 478 Fitch Street, Welland	57
11.	Adult Training Centre, 161 Donald Street, Ottawa	37
12.	Adult Training Centre & Sheltered Workshop, 1026 Speers Road, Oakville	35
13.	A.R.C. Industries, 584 Dundas Street, Woodstock	58
14.	The Amity Rehabilitation Centre of Hamilton, 79 John Street South, Hamilton	2
15.	A.M.R. Training Centre, 175 Chippewa Street West, North Bay	33

SCHEDULE 2

Item	Name of Workshop	Approved Organization Operating Workshop
16.	A.R.C. Industries, 97 Cannifton Road, Belleville	4
17.	A.R.C. Industries (Port Hope-Cobourg Branch), 420 Roe Street, Cobourg	43
18.	A.R.C. Industries, 640 Fort William Road, Port Arthur	26
19.	A.R.C. Industries, 133 Durham Street, Port Colborne	42
20.	A.R.C. Industries (Work Training Centre), 321 Enford Road, Richmond Hill	59
21.	A.R.C. Industries, Adult Training Centre, 20 Walnut Street, St. Catharines	45
22.	A.R.C. Industries, 19 Queen Street, Tillsonburg	55
23.	A.R.C. Industries, 186 Beverley Street, Toronto 2B	30
23a.	A.R.C. Industries 40 Birch Avenue, Toronto 7	30
23b.	A.R.C. Industries, 151 Raleigh Avenue, Scarborough	30
24.	A.R.C. Shop 14 Balsam Street North, Timmins	41
25.	A.T.C. Industries 12-6th Street East, Cornwall	11
26.	Barrie Sheltered Workshop, 1 Berczy Street, Barrie	3
26a.	Cerebral Palsy Young Adult Workshop, 1621 Lauzon Road, Windsor	9a
27.	C.M.H.A. (Middlesex Branch) Work Centre, 465 Clarence Street, London	8

SCHEDULE 2

Item	Name of Workshop	Approved Organization Operating Workshop
28.	C.M.H.A. (Ottawa Branch), Vocational Rehabilitation Workshop, 157 McLaren Street, Ottawa	8
29.	South Peel Vocational Centre, 106 Lakeshore Road East, Port Credit	8
30.	C.N.I.B. Brantford Occupational Workshop 67 King Street, Brantford	9
31.	C.N.I.B. Hamilton Occupational Shop, 1686 Main Street West, Hamilton	9
32.	C.N.I.B. Kingston Occupational Shop, 466 Union Street West, Kingston	9
33.	C.N.I.B. Huronia Hall Workshop, 169 Borden Avenue North, Kitchener	9
34.	C.N.I.B. London Occupational Workshop, 96 Ridout Street South, London	9
35.	C.N.I.B. Occupational Workshop, 398 O'Connor Street, Ottawa	9
36.	C.N.I.B. Linwell Hall Occupational Shop, 211 Queenston Street, St. Catharines	9
37.	C.N.I.B. Cambrian Hall Occupational Shop 303 York Street, Sudbury	9
38.	C.N.I.B. Bakerwood Workshop 1929 Bayview Avenue, Toronto	9
39.	C.N.I.B. Alexander Hall Occupational Workshop, 230 Strabane Avenue, Windsor	9
40.	Friendco Adult Training Centre, 11 Park Avenue, St. Thomas	46
41.	Glenholme Training Centre, 39 Wellington Street East, Oshawa	36
42.	Goodwill Industries, of Windsor Inc. 369 Dougall Avenue, Windsor	16

SCHEDULE 2

Item	Name of Workshop	Approved Organization Operating Workshop
43.	Haldimand Opportunity Centre, Canfield	19
44.	A.R.C. Industries, Base Line, Hornby	34
45.	A.R.C. Industries, Highway 86 West Post Office Box 898, Elmira	13
46.	Italian Community Education Centre (Costi), 136 Beverley Street, Toronto	12
46a.	The James Purdue Adult Workshop and Training Centre, Ingersoll and Queen Streets, St. Marys.	45a
47.	A.R.C. Industries (Fort Frances), 830 Portage Avenue, Fort Frances	15
48.	Kinsmen Centre for the Retarded 19 Betzner Avenue South, Kitchener	25
48a.	Kinsmen Centre for the Retarded, 108 Sydney Street South, Kitchener	25
49.	A.R.C. Industries (Niagara Falls), 337 Fourth Avenue, Niagara Falls	17
50.	Kinsmen Training Centre, 2400 Virginia Park Avenue, Windsor	31
51.	London Goodwill Industries Association, 1182 Frances Street, London	28
52.	Marina Lodge, 3285 Bayview Avenue, Toronto	29
53.	North Peel Enterprises, 9 Haggart Avenue South, Brampton	6
54.	Operation Reclaim (Algoma) Inc., 192 Wellington Street West, Sault Ste. Marie.	44
55.	Opportunity Centre for the Handicapped, Churchill Road & Tashmoo Avenue, Sarnia	47

SCHEDULE 2

Item	Name of Workshop	Approved Organization Operating Workshop
56.	Opportunity Training Centre, 343 Waterloo Avenue, Guelph	18
57.	Opportunity Workshop & Training Centre, 571 Richmond Street, London	27
58.	Porcupine Rehabilitation Enterprises, 224 Pine Street South, Timmins	44
59.	Portia Adult Workshop, 302 Erie Street, Stratford	53
60.	Progress Training Centre, 78 Industry Street, Toronto 15	5
61.	R.A. Training Centre 2 Webber Avenue, Hamilton	20
61a.	R.A. Training Centre York Street, Hamilton	20
62.	R.F.D. Assessment Workshop, 122 Carling Street, London	44
63.	R.F.D. Assessment Workshop, 12 Overlea Boulevard, Toronto 17	44
64.	Rehabilitation Industries, 156 Bentworth Avenue, Toronto 19,	44
65.	Rehabilitation Industries (Hamilton) 508 Wellington Street North, Hamilton	44
66.	Rehabilitation Industries (Kingston) 96 Mac Street, Kingston	44
67.	Rehabilitation Industries (Lakehead), 899 Fort William Road, Port Arthur	44
68.	Rehabilitation Industries (Ottawa), 346 Queen Street, Ottawa	44
69.	Rehabilitation Industries (St. Catharines), 72 Hartzell Road, St. Catharines	44

SCHEDULE 2

Item	Name of Workshop	Approved Organization Operating Workshop
70.	Rehabilitation Industries (Twin Cities) Kiwanis Branch, 150 Victoria Street S. Kitchener	44
70a.	The Salvation Army Sheltered Workshop, 124 Lisgar Street, Toronto.	16a
71.	Sheltered Workshop, 225 Water Street North, Galt	52
71a.	Sheltered Workshop, Franklin Boulevard, Galt	52
72.	Sheltered Workshop, 139 Douro Street, Peterborough	40
73.	Sheltered Workshop of Belleville Inc Kiwanis Centre, 118 Dundas Street West, Belleville	49
74.	Sheltered Workshop and Training Centre, Dunlop Drive and Water Street, Whitby	1
75.	Society for Crippled Civilians, 234 Adelaide Street East, Toronto 2	50
76.	Soogoma Industries (Work Training Centre), 79 Brock Street, Sault Ste. Marie	48
77.	Sudbury Occupational Services 1511 Fairburn Street, Sudbury	44
78.	Sun Parlor Training Centre R.R. No. 1, Maidstone	14
79.	Vocational Rehabilitation Centre of Metropolitan Toronto, 74 Tycos Drive, Toronto 19	21
80.	Willowview Training Centre, Eagle Road, Fort Erie	39
81.	W. C. Jarrett Industrial Training Centre, 33 Lisgar Street North, Sudbury	54

Source: Schedule I & II - Department of Social and Family Services.

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